JUNE 1964

EMPLOYMENT SERVICE REVIEW

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EMPLOYMENT SERVICE REVIEW

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UNITED STATES DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION

BUREAU OF EMPLOYMENT SECURITY – U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE S. DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

The Veterans' Stake in the Labor Market

With each passing year, veterans become especially vulnerable to the rapidly changing labor conditions and hiring specifications. Training and retraining to improve skills and technical knowledge are essential if they are to compete successfully in the job market.

Louis Levine

Director

U.S. Employment Service.

We are now at a stage in postwar economic and labor market developments when it is necessary to take stock of the economic situation of veterans. We must assess their current job status and at the same time understand the impact of changing labor market conditions on their employment future. Since we in the Employment Service are required by law to assure a maximum of counseling, placement, and other job market services to veterans, it is an assignment we do not take lightly.

Almost 20 years have passed since the close of World War II. During these years we have experienced some noteworthy economic contradictions. We have had four recessions in this period—with the volume and rate of unmployment never falling back to the low point preceding each recession. We have achieved recordbreaking employment year after year and yet, since 1957, we have not been able to get down to an unemployment rate of 5 percent. We are especially disturbed about the growth in hard-core unemployment. Our economy has expanded greatly, yet the increase in job opportunities has not been adequate to meet the requirements of our growing work force.

Gross national product has been improving, yet we have some 9 million families living in poverty with annual incomes of less than $3,000. The general health of our people is better, we have added significantly to our longevity, yet one-third of our youngsters are found unfit in either physical or mental achievement to serve their Nation in the Armed Forces.

In the face of this experience, what has been the situation of our veterans? By and large they have fared well. Since female veterans constitute a relatively small proportion of the total veteran population, a recital of the male veteran statistics accurately tells the story. About half of all employed males are veterans, but veterans represent between 57 and 61 percent of all males in the professional, technical, and clerical occupations. More than 4 million veterans are craftsmen and foremen.

Three out of four veterans live in urban areas. Their average annual income was $5,100 as compared with the $3,200 for nonveterans. Their unemployment rate last year was about half (3.2 percent compared with 6.2 percent) of that experienced by nonveterans. A superficial acceptance of these data might lead to the conclusion that there is no reason to be concerned about the job status of veterans.

Our veterans have an especially important stake in the vitality and growth of our economy, in the increase of jobs, in the promotion of employment opportunities for older workers, and in the elimination of poverty. The passage of 20 years since World War II is bound greatly to affect the veteran in the job market. Experience supports the view that, as a people, we tend to be most sensitive and aware of our obligations to veterans in the years immediately after a major conflict. A new generation now dominates the scene as veterans of World War II enter on the third decade after the war. Nor is the task of providing special assistance to veterans made easier by the fact that they represent a large proportion of our adult population and work force. Some 22 million in our population are veterans.

Even more significant for the veteran is the job competition from workers in younger age categories. The simple fact is that the World War II veteran, judged by existing hiring practices and age specifications, is an older worker. The median age of all veterans is just over 44 years. Within a few years, 2 out of every 3 veterans will be over 45 years of age.

Each year now the number of youngsters reaching 18 years of age is almost 50 percent larger than the annual average during the 1950's. Never in the history of this Nation have so many youngsters been entering the labor market in a single year. About 2 million young people are now

joining the labor force each year; by the end of the decade, the number will rise to 3 million. Not only is the number important, but also these youngsters have had more years of schooling than the average veteran. Their educational attainment and the recency of their schooling give them a distinct competitive advantage in meeting hiring specifications.

In this respect the *Report to the President* submitted by the President's Council on Aging last December merits careful study. The sections on employment, the recommendations for expanding employment opportunities for older workers, and for ending age discrimination in employment are of special interest. Veterans have an important stake in this program. Clearly, the labor market problems that lie ahead for veterans will be aggravated with each passing year unless arbitrary age barriers, unrelated to occupational qualifications and job performance, are eliminated from the hiring process.

Perhaps the most important factor affecting the employment of veterans in the postwar years is the magnitude and rate of change evident in our economic and labor market activities. Investments in research and development and in new plant and equipment have made existing plant facilities, as well as methods and techniques of production, obsolete. Scientific advances, technological innovations, automation, and advanced mechanization have made us turn to new sources of power and raw materials, to new products and markets, to new locations for industrial enterprise.

The postwar developments have greatly changed the industrial and occupational composition of our work force. We have become a nation of white-collar workers rather than blue-collar workers. More of our people are employed in trade and service, the professions, and related activities than in manufacturing, mining, and agriculture. The scientific, technical, and industrial innovations of the postwar years have resulted in job displacement of large numbers of workers, in technological unemployment that gives rise to hard-core unemployment, and in occupational obsolescence. Hiring specifications have changed radically. Skill requirements are constantly increasing, and to these is being added technical know-how. The demand for workers with higher levels of educational attainment is rising sharply. This year's school dropout is in serious labor market trouble; so also is the school dropout of 15 and 20 years ago, who must now contend with barriers of age as well as education.

We are living in a strange period when experience frequently is a liability rather than an asset. This is especially important for the veteran. Much that he learned as a youth in school is now obsolete, and many of the skills he acquired through years of employment may no longer be needed in the newly emerging occupations. With occupational change so widespread and rapid, it becomes increasingly likely that many workers may find it necessary to make three or four major occupational shifts in their labor force lifetime. Formal schooling is no longer a one-time experience. Adult education and retraining will become increasingly important in the preparation, development, and utilization of our manpower. This is the kind of setting in which the veteran will be competing for jobs.

Veterans are especially vulnerable to these rapidly changing labor market conditions, occupational shifts, and more rigid and exacting hiring specifications. They must, therefore, be aware of the need for keeping abreast of these developments by improving their skills through training and retraining and raising their technical know-how through additional formal schooling. This message needs to be brought to the attention of all veterans in the work force—employed and unemployed alike. We in the public employment service must constantly stress the importance of improving skills and increasing technical know-how so that veterans may compete effectively in the Nation's labor markets.

Within the last 3 or 4 years there has developed in this country a national recognition—rarely achieved in the past—of the critical importance of our manpower resources. We now realize that our economic well-being and our national security rest not upon the numbers of our people but upon the quality of our work force. Unemployment at a high rate and of long duration can hardly serve to rally the neutral and uncommitted nations abroad to our cause. Nor can the denial of employment opportunity because job-seekers are not qualified through educational deficiencies or lack of skills help us to achieve a leadership role. Barriers to employment for reasons unrelated to job performance, such as age, race, or religion, likewise undermine our claims for the superiority of the democratic way of life. It is not surprising that the Federal Government has designated the optimum development and utilization of our manpower resources as the No. 1 objective of national policy on the domestic front.

Mere lip service to the importance of our human resources is not enough.

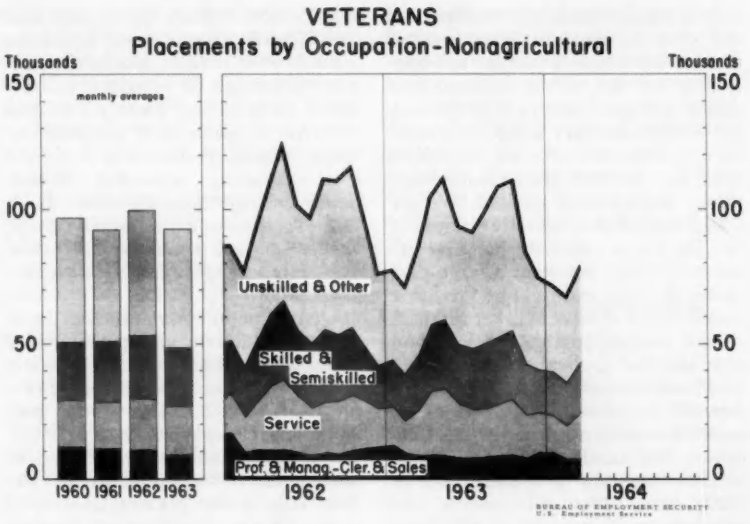
Old jobs and new.

Our Government, since 1960, has enacted more comprehensive and far-reaching legislation in the manpower field than we have known in any other similar period. The passage of the Area Redevelopment Act in May 1961 was designed to bring about not only the economic rehabilitation of our so-called "depressed areas" but also of the manpower skills and technical know-how in these areas through training and retraining. The Manpower Development and Training Act of 1962 represents a major breakthrough on a nationwide basis in the provision for gearing manpower retraining to changing labor market conditions and technological advance.

In 1963, 7,219 veterans were enrolled in MDTA training courses, representing 30 percent of all males enrolled during the year. Most of these men were under 45 years old and had served in World War II or Korea. A factor which contributed to this substantial participation is the Employment Service policy of preferential referral of veterans to training. Continued efforts by local office staffs will be necessary to encourage "older worker" veterans, particularly those over 45, to take advantage of retraining opportunities.

Recent amendments to the MDTA should make it possible for a greater number of veterans to participate. These include: (1) An addition of 20 weeks to the previous maximum of 52 weeks for persons requiring training in basic educational skills; (2) increases in the weekly training allowances of up to $10 above the average of the State unemployment compensation payment; (3) financing relocation expenses when movement to another area to accept employment is necessary; (4) permission for institutional trainees to work part time as much as 20 hours per week without reduction of training allowances.

For the first time in the 45 years since vocational education was introduced in this country, a major overhaul of the Vocational Education Act was completed only a few weeks ago. The scope of this program has been greatly enlarged and the character of the training provided is to be meshed with the requirements of the labor market.



Two years ago, the Congress amended the public assistance provisions of the Social Security Act to provide for the rehabilitation of welfare recipients. And within the past few months, we have initiated a new program designed to rehabilitate selective service registrants who fail to meet physical or mental achievement standards.

Perhaps the single greatest advance in the manpower field—since the social and labor legislation of the 1930's—is to be found in this emphasis on rehabilitation of human resources. We recognize that income maintenance is essential for the alleviation of distress and that it is basic to sustaining purchasing power and markets. Income maintenance alone, however, will not meet the problem of the unemployed worker with obsolete skills, inadequate education, or other liabilities which place him at a competitive disadvantage in the labor market. Rehabilitation through education and training means assisting the worker to increase his employability so that he may compete successfully in the job market, enter into employment, and rely on his wage income to support himself and his family.

Such legislation and programs are intended to reduce what the economists term "structural unemployment"—the unemployment attributable to imbalances in the qualifications of the jobseekers and the requirements of existing job openings. Veterans can benefit immensely from such legislation and programs.

Another type of unemployment—called "aggregate demand unemployment" by the economists—also affects the economic welfare of veterans. This type of unemployment arises when our economy fails to generate enough new jobs to absorb existing unemployment or to keep pace with the growth in our work force. Obviously education and training can only qualify jobseekers for available jobs. Unless job openings exist, the trained workers may continue to be unemployed. The Government has been keenly aware of the importance of economic growth and the accompanying expansion of job oportunities. The recently enacted recordbreaking tax cut legislation is designed to help achieve this objective.

The veterans' stake in the labor market is found not only in needed manpower legislation and programs, but also in machinery which will assure more orderly functioning of the labor market. The public employment service—our Federal-State sys-

tem of public employment offices—is the only nationwide labor market mechanism whose activities are controlled by the public interest and whose central concern is rendering job market services to all who need them. Veterans have an important stake in an effectively functioning public employment service. We are well aware of this, not only because of our legislative mandate but also because veterans represent a large part of our clientele and call upon us for a wide variety of labor market services.

Last year alone almost 1.5 million veterans filed applications for work at local employment offices. They accounted for almost 23 percent of all male jobseekers applying at local offices. We made 1,112,000 placements of veterans in nonfarm jobs in 1963, and these placements accounted for 30 percent of all placements of male workers.

During the past year, more than 112,000 veterans (representing 16 percent of all men in similar situations) came to the local employment offices with especially difficult job problems that required employment counseling—assistance going far beyond routine employment interviewing. Almost 130,000 disabled veterans (about 37 percent of all disabled male applicants) applied at the local employment offices last year, and 102,000 job placements of these individuals were made. Disabled veterans represented 28 percent of all disabled men at our local offices but received 37 percent of our employment counseling—our most costly and time-consuming applicant service. These are not mere statistics. Each of these represents real human beings, asking for and receiving individual attention and specialized job market services.

Despite population and labor force growth and the increasing complexity of our urban labor markets during the postwar years, in 1960 the public employment service in this country had 2,000 fewer employees than in 1948. The sharpest staff losses occurred in our largest metropolitan areas. In these large urban centers, the public image of the Employment Service had deteriorated badly. In fact, the local offices were frequently referred to as "unemployment offices," and were regarded as unemployment insurance processing centers rather than as employment offices. One of the earliest actions initiated in the Kennedy Administration was the strengthening and improvement of the Federal-State employment service system. Almost 70 percent of the additional staff resources and funds provided by the Congress for this purpose went into our largest urban centers. Since three out of four veterans live in urban centers, it is obvious that veterans stand to benefit significantly from this action.

The implementation of every piece of manpower education, training, and employment legislation enacted since the beginning of 1961 requires employment service participation. In the training program under the Area Redevelopment Act and the Manpower Development and Training Act, local employment offices have the key responsibility for determining occupations for training, the numbers to be trained, and for selecting and placing the trainees. These offices work very closely with the local school and vocational education authorities who actually conduct the training courses. Similar employment office responsibilities arise from other manpower legislation. A new local employment office responsibility is the employment counseling and other assistance to be given to selective service registrants who cannot pass specified educational achievement tests.

There is currently under review by the appropriations committees of the Congress the President's budget request for considerably strengthening the resources of the public employment offices to provide urgently needed employment counseling, occupational testing, placement, and other labor market services to older workers. The proposal also includes the development of an employment service program to assist older workers who can engage in part-time employment only. The labor market problems of our veterans and our older workers are synonymous. Adding professional staff resources in the local employment offices to deal with these problems will have particular significance for veterans in the labor market.

Economic and labor market changes will also be having an impact on another group that will soon be joining the ranks of veterans in the civilian labor market. Recent developments affecting the Armed Forces are reducing military manpower requirements and speeding up

Extensive counseling may be necessary to help the displaced older worker.

retirements from the services. Most of these men, who have 20 or more years of military service, will also have veteran status and, being still in the prime of life and with heavy family responsibilities, will be seeking a second career.

With these adjustment problems in mind, we have developed a two-phase program of employment assistance, with the active cooperation of the Defense Department. In the first phase, an employment service specialist will provide group orientation or preretirement employment assistance briefing 12 to 18 months prior to the anticipated retirement date. This briefing will cover such things as labor market factors, transferability of skills, civilian employment fields and procedures, selection of geographical areas for retirement, and general data to consider regarding salary and fringe benefits.

The second phase will take place about 90 days after the group orientation. This time gap will give the prospective retiree an adequate opportunity to discuss and make plans with his family. At this point, individual assistance will be given to prospective retirees who indicate a need for counseling, testing, or other specific jobseeking aid.

We will start actual jobseeking assistance for the retiree approximately 4 months prior to the actual date of retirement. This period will give us an opportunity to use the nationwide system of the Employment Service to secure definite information on available jobs.

Should we not be successful in securing a job for him by the time he retires, we have provided for employment assistance to be continued through the established program of preferential service in the local employment office of his home community.

Current and emerging labor market problems confronting veterans have vastly increased the manpower responsibilities assigned to the public employment service for dealing with these problems—particularly the responsibility of providing adequate counseling, job placement, and job retraining assistance. To carry out these vital assignments, the Federal-State employment service, including the Veterans Employment Service, has embarked on a continuing program of upgrading the professional skills of local office counseling and placement personnel, improving local office physical facilities, and developing new and refined labor market tools. One such tool is the forthcoming complete revision of the DICTIONARY OF OCCUPATIONAL TITLES. Another is the recent development of nonverbal tests of occupational potentials for applicants of limited education.

A review of the labor market problems confronting our veterans and the services that they require leaves no room for complacency. It is a time when the education, training, and employment needs of veterans call for an intelligent understanding of our manpower situation and the active support of programs designed to deal with it effectively. The veteran is a key element in the manpower strength of this Nation. Cooperative guidance and leadership are necessary to insure that the veteran will continue to make the maximum contribution to the advancement of this Nation's goals.

An operator at the National Reactor Testing Station lowers canned food into a water column leading down to the MTR canal where gamma rays from spent fuel elements will irradiate contents of the cans.

International Employment Opportunities

Since January 1964, public international organizations have benefited from the new U.S. Employment Service system for recruiting highly qualified and specialized talent needed for jobs overseas. Such public organizations as the United Nations and the International Labor Organization have continuing need in their technical assistance programs for highly qualified persons to serve as "experts" or "senior consultants" in their specialties. The international employment recruitment assistance program of the U.S. Employment Service is also available to private employers who want to hire U.S. citizens for their overseas establishments.

The Professional Placement Center of the U.S. Employment Service of the District of Columbia is the designated "employment-order-holding office" for public international organizations. That office receives job orders from the branch office in Washington, D.C., of the International Labor Office, from the Department of State on behalf of the United Nations, and from Federal agencies with specialized nonmilitary overseas functions.

Persons interested in overseas employment may place their names on appropriate applicant lists by contacting the nearest professional placement office of the public employment service. Upon request, their résumés will be forwarded to the Professional Placement Center, U.S. Employment Service for the District of Columbia, Room 705, 1000 16th Street, NW., Washington, D.C., 20001, for review, job development, or future consideration.

Service to Veterans Improves ALL ES Service

Grafton Lee Brown

Through planning and close cooperation between the Employment Service Director and the State Veterans Employment Representative, Maryland has developed effective techniques for stimulating community interest and activity in job development and employment for veterans.

In Maryland, the veterans program is put into effect after the Employment Service Director and the State Veterans Employment Representative have planned it.

The SVER initiates his plan of operations which includes all of the cardinal principles of service to veterans, for which the Employment Service is responsible. It is presented at the beginning of each fiscal year to the agency Director and the Employment Service Director. Their approval gives the SVER the green light. All bulletins and directions to the field are issued jointly by the ES Director and the SVER. From there on out, the SVER works directly with the local office managers and the local veterans employment representatives.

Services to veterans and nonveterans are basically the same. The only difference lies in the legal mandate that (1) there must be an effective program of job counseling and employment placement for veterans; (2) qualified veterans must receive priority in referral to jobs; and (3) disabled veterans must be given preference in all employment service operations.

The SVER provides functional supervision of registration, counseling, referral, and placement activities for veterans, to assure them the service which is their right under law. By conscientiously discharging this responsibility, the VER can identify any area of weakness in service to veterans which may develop in the various local offices.

A solution is then worked out cooperatively through a full discussion of the problem with the local office manager or the ES Director, as appropriate. In most instances, it is found that the weaknesses which were limiting the service to veterans were also adversely affecting the service rendered to nonveterans, and corrective measures benefit both.

A case in point is the matter of selection of applicants from the files versus walk-ins for referral to jobs. Priority in referral, to which the veteran is entitled, can be accomplished only when veteran registration cards are complete and usable, and the files are used to the fullest possible extent for selection and call-in purposes.

One of the greatest threats to veteran priority is the practice of referring "walk-ins." This is a problem that has plagued the Employment Service for a long time. For the busy placement officer, it is always a temptation to refer the applicant who is on the spot and immediately available for referral rather than to go through the process of selecting the best qualified applicant from the files.

Although there are occasions when this type of referral might be expedient because of time limitations on the order, it is generally undersirable and without justification. Not only does it deprive the veteran of his right to priority, but it deprives every applicant of his right to full consideration for all openings for which he is qualified. Moreover, it renders a disservice to the employer when, as is usually the case in walk-in referrals, an applicant is referred whose qualifications for the job are something short of the "best available."

The SVER is properly concerned about this type of referral and makes every effort to hold it in check by emphasizing the need for full and complete veteran registration and proper file selection and call-in procedure.

The local Veterans Employment Representative also gives these two areas his closest attention. Veteran registrations are checked to be sure that all experience is fully covered and that alternate classifications are assigned which reflect all jobs and all fields of work. Filled orders are also examined for the record of referral of veterans. His evaluation of registration and placement activities, along with his report on the priority received by veterans, will indicate any weaknesses in these services as they affect veterans. They also serve to alert the local office manager to the possibility of a similar weakness in services to nonveterans.

This early warning enables the manager to pinpoint the trouble and take prompt corrective action. The VER's vigilance in behalf of veterans may be credited with advancing the placement potential of both veterans and nonveterans.

Various techniques are used successfully in Maryland to develop jobs for outstanding applicants for whom there are no suitable openings on hand. While some were devised by the LVER in the interest of a particular veteran, all are now used for the benefit of both veterans and nonveterans.

1. The applicant's qualifications are presented to potential employers by means of a modified application form. This form, with a covering letter of explanation, is filled out and mailed to employers who might be interested. The applicant is informed of the employers to whom it

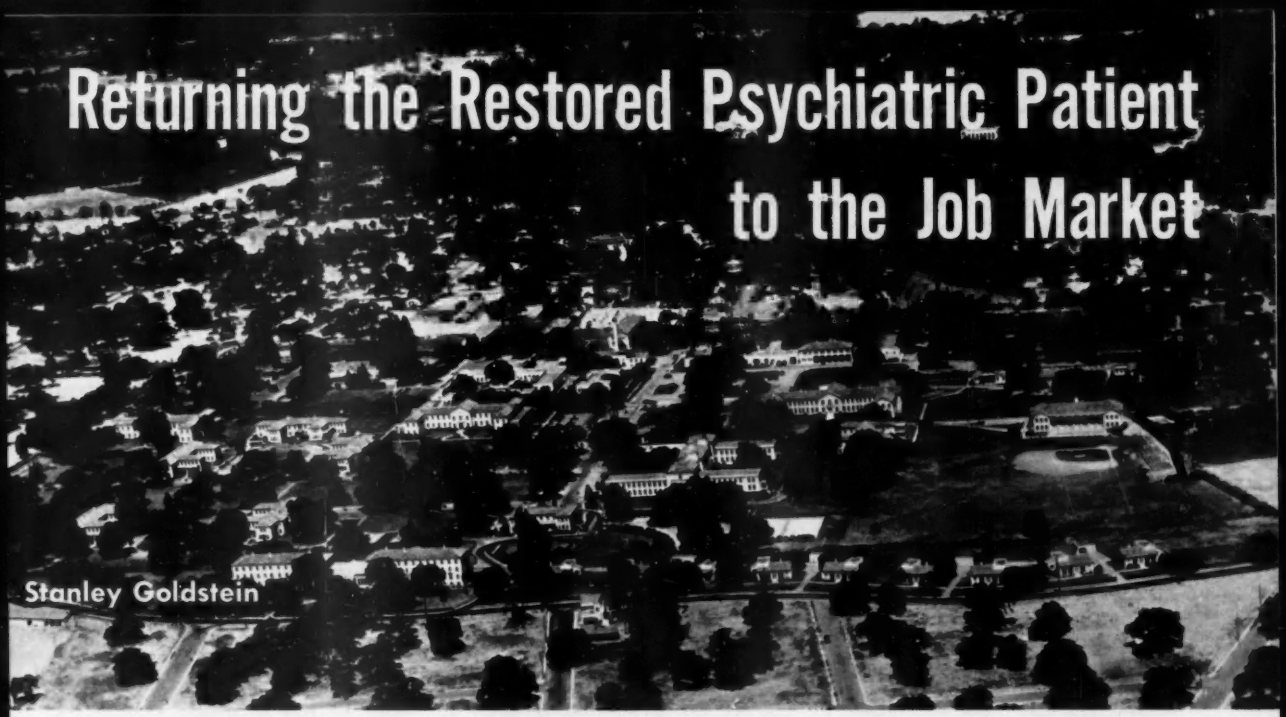
(Continued on page 13)

ES Director J. Donn Aiken, right, and Grafton Lee Brown, State VER, plan the veteran program in Maryland.

Grafton Lee Brown is the State Veterans Employment Representative for Maryland.

Returning the Restored Psychiatric Patient to the Job Market

Stanley Goldstein



Veterans Administration photo.

The VA Hospital in Palo Alto, Calif., is primarily for neuropsychiatric patients.

New hope for readjustment and jobs for mentally restored veterans arises from new thinking about mental disorders plus community cooperation and understanding.

Since World War II, and particularly in the last 10 years, something of a revolution has been taking place in the treatment of those members of society we identify as the "mentally ill." While not as dramatic as the current manifestations of the technological revolution or the population explosion, the changes in mental hospitals represent a significant advance over the past.

In a previous era, when a disturbed patient entered a public mental hospital, he could expect, at best, humane custodial care. He could, with justification, feel condemned to a lengthy, perhaps even a lifetime, stay unless he was fortunate enough to experience a spontaneous recovery from his symptoms. Today a vastly different condition prevails in most mental hospitals. The process of withdrawal and deterioration which characterized the chronic mental patient of the past is being effectively blocked by a variety of therapeutic, vocational, educational, social, and recreational interventions which keep the patient active and responsive to his environment.

Despite the rapid growth in our population and a steady increase in admissions, the resident population of mental hospitals in this country is declining for the first time in our history. This seeming paradox is due to the greater rapidity with which the mentally disturbed individual is being restored to a reasonably effective level of functioning and returned to society, with the result that discharges exceed admissions. Any good mental hospital now discharges 70 to 80 percent of admissions within 1 year, double the rate of 30 years ago.

How has this significant improvement been attained? While a number of interacting therapeutic advances and social forces must occur to produce such a dramatic change, several important developments in our way of thinking about mental disorder and in our methods of dealing with the mental patient have led the way.

The traditional concept of mental illness has concentrated on the individual, who was seen as a "sick" person incapable of responsibility for his own behavior. The expert—the doctor—was responsible for doing something for, or to, him that would restore him to his previous level of functioning. Thus, the doctor-patient relationship was felt to be the only significant mechanism for change. Regardless of our increasing sophistication in psychotherapy and knowledge of intrapsychic processes, this conception, which is an analogy from general medicine, has reached the limits of its usefulness in the mental hospital setting. What is now being increasingly recognized is that the behavior of the individual can be fully understood only by an awareness of the total social context in which it is imbedded. The disordered behavior which brings a man to the

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hospital is in itself, at least in part, a response to life situations with which he cannot cope—usually a failure to achieve minimally satisfactory interpersonal relationships and an adequate social role.

The behavior of the patient in the hospital is similarly recognized to be in large part a response to his new social environment. His behavior may be as much a function of what is happening around him as what is going on inside him. The hospital environment, then, has the potential to be structured as a healthy, human, supportive one in which the patient can learn to deal more effectively with himself and other people. Thus, we find increasing use of unlocked wards, group therapy, patient councils, and therapeutic community ideas in which the entire professional and nursing staffs of wards meet with the patients to deal with the communication and interpersonal problems that arise in day-to-day living in the hospital. We also have a greater appreciation of the value of the various educational, recreational, and work experiences which are available within the hospital in strengthening the individual's ability to cope with the problems of life that confront every member of a complex, technologically developed society.

Related to this orientation, which has come to be known as "social psychiatry," is a rehabilitation philosophy which recognizes that even in the most disordered person there are areas of intactness which can be utilized as the bridge back to more adequate functioning. The recognition that no patient is wholly sick allows us to take a close look at what he can do and to refrain from judging him solely on the basis of his diagnostic label. The man who talks to himself or has certain types of delusion may function very adequately as a machine operator, for example, if his perculiar behavior does not disturb other people or if he learns to keep his ideas to himself. Common observation tells us that many less-than-perfectly psychologically and socially adjusted people remain in the community and retain their social roles of breadwinner, family member, and citizen despite their personal difficulties.

A derivative of this attitude is that we no longer demand recovery to some ideal conception of perfect mental health before permitting the patient to return to society. The earlier assumption that patients must be kept in the hospital until "cured" led to much longer stays than necessary, often with unfortunate results. The patient became increasingly dependent on the hospital as a way of life and more and more firmly fixed in his role as a sick, helpless, and incompetent person. With each passing year his ties to his family, his occupation, and the community became weaker, making the readjustment to a new community with different role expectations, values, and goals a formidable and often insurmountable challenge.

This phenomenon is not unique to the chronic mental patient. The career serviceman, for instance, experiences many of the same readjustment problems. But it is particularly acute for the mental patient, since he is often faced with suspicion and anxiety on the part of the community, while his experience as a mental patient has shaken his own confidence in himself. The goal now is to return the patient to the community as soon as it is safe and feasible to do so. While he is still in the hospital, every effort is made to reduce the social distance between the hospital and the rest of society so that the transition, when the time comes to leave, is a gradual rather than a sharp break.

Finally, in this brief review of the significant changes which have taken place in the rehabilitation of mental patients, the role of the chemotherapies must be acknowledged. The introduction of effective tranquilizing

An aerial view of the Veterans Administration hospital for neuropsychiatric patients at Fort Meade, S. Dak.

and energizing drugs in the last 10 years has greatly shortened the period of acute disturbance which psychiatric patients may suffer. While these drugs do not cure, they do relieve the intense anxieties and panic, or help lift the immobilizing depressions, that produce many of the secondary symptoms of psychosis, such as hallucinations, delusions, withdrawal, and regression. The patient then becomes more quickly amenable to the various other therapies and influences of the hospital environment. An important subsidiary effect has been to free the energies of the nursing staff, which previously had to be expended in problems of management, protection, and personal care of large numbers of regressed or uncooperative patients. These energies can now be used for more therapeutic and rehabilitative purposes.

If, as a result of these and other changes in the philosophy and treatment of the psychiatrically disturbed, mental hospitals have become more human environments in which learning and personal growth can take place, and more of the patients are being restored quickly to more adequate functioning and then returned to society, have we not accomplished our purpose? Unfortunately, the sobering fact that about half of those discharged from mental institutions find it necessary to return at some subsequent time cautions modesty about past achievements and respect for what yet remains to be done.

The process of rehabilitation cannot be considered completed when the patient leaves the hospital; indeed it may have just begun. In the past, when relatively few such patients returned home, the problem of reabsorbing them into society was not very significant. Now that many more are returning and many are failing in this readjustment, we are forced to recognize that rehabilitation becomes the job of all segments of the community—the person, the hospital, the family, the health and welfare agencies, and the general public. To send back to the community a man who has recovered from his acute disturbance and achieved a reorganization of his personality in the hospital setting seems futile if, for example, he is indigent, or has few work skills, or meets with rejection from potential employers because of his history of illness, or has no social or family ties, or meets with suspicion and distrust from his neighbors because of remnants of peculiar behavior. Even more, what if the family situation to which he returns has c o n t r i b u t e d to his past difficulties?

All of these elements sharpen our awareness of the broad range of factors which influence the total process of rehabilitation. They can be summarized by a simile. Successful restoration to the community is said to be like a stool which rests on three legs: All three provide a stable platform; the presence of only two produces instability and uncertainty; the one-legged stool is doomed to fall. In our case, the three supporting props are the social, therapeutic, and vocational elements. The social includes satisfactory family and other social contacts and recreational activties. The therapeutic refers to followup outpatient treatment or supervision of a professional nature and, frequently, continuing medication. The vocational, of course, is the important factor of obtaining remunerative and personally satisfying employment.

Help in Vocational Search

In the Counseling Psychology Service at the Veterans Administration Hospital in Palo Alto, we are concerned with promoting the vocational adjustment of the veteran patients. The hospital is both a general medical and surgical and neuropsychiatric facility, housing 2,000 patients at 2 divisions, in Palo Alto and in neighboring Menlo Park. Our objective is to use the facilities of the hospital for work evaluation, work adjustment, and prevocational training, as far as our resources permit, and to assist the patient wherever possible in achieving a vocational readjustment in the community.

About half of our 1,700 psychiatric patients engage in some form of work assignment in the hospital. Under the Industrial Therapy program, patients are placed from 1 to 6 hours a day on a work assignment under the supervision of a regular employee. This enables some patients to retain previous work skills which might otherwise be lost through disuse. For many more, it provides an opportunity to focus their energies on realistic, constructive activities and, frequently, a chance to acquire rudimentary job skills. Such an exposure also enables the staff to evaluate the degree of a patient's recovery from his illness, his stress tolerance, motivation to work, receptiveness to supervision, ability to learn, degree of responsibility, and the nature of his interactions with peers and authority figures.

The introduction of remuneration for work performed is a further step in the direction of an ego-enhancing realistic, work preparation experience. From an Industrial Therapy assignment the patient may be moved into the incentive therapy program in which he receives modest wages for his work. He may be placed anywhere in the hospital commensurate with his aptitudes, interests, and capacities, but is expected to work a full 8-hour day under supervision, and to approach the work performance of a regular employee. At the same time, special living arrangements are provided which encourage the development of skills in independent living and management of free time. Group counseling is utilized to deal with the inevitable anxieties, conflicts, and deficiencies which arise in the work and living situations.

Another important transitional work experience is our Veterans Workshop at the Menlo Park Division, which does contract work for the community. Hourly wages are paid for work done on such varied tasks as boxmaking, electronic repair, and packaging. The primary aim of the program is to encourage patients who intend to seek employment upon discharge to establish new patterns and work habits under work conditions as realistic as can be provided in a sheltered situation.

As patients approach seeking a job in the community, their anxieties frequently are manifested in distorted

Veterans Administration Hospital in Denver, Colo.

evaluations of their own abilities, and of the obstacles to employment in the community. The obstacles are there, but not all of the barriers reside in the community. In order to help the work-seeking patient develop a more realistic appraisal of his own vocational assets and of employer attitudes, and to enhance his job-finding techniques, a Veterans Job Forum has been organized. Two evenings each month we bring in to the hospital a group of volunteer representatives of business, industry, and labor who discuss with patients their knowledge and insights into the job-finding process, local job market conditions, and employment requirements. In an open forum, under the chairmanship of the Counseling Psychologist, patients discuss their individual problems with the panel or air their questions about employer attitudes. The patient receives immediate feedback on his approach to finding work and his attitudes in the interview situation from a vocationally sophisticated group of community representatives who maintain a reality-oriented approach. In addition to providing an essential educational experience for patients, the Job Forum also serves a valuable purpose in acquainting members of the business community with the employment potentials of restored psychiatric patients.

The Employment Service plays a major role in the job placement process for patients who are ready for direct employment in the community. The local Veterans Employment Representative and the VA Counseling Psychologist form a working team. The VA Counseling Psychologist provides necessary screening, personality evaluations, and evidence of work potentials and work limitations. The VER provides his assessment of the patient's employability, keeps us informed of job openings and labor market developments, and makes the job referral. In general, he serves as the hospital's major link to the job market. In turn, the VA Counseling Psychologist can simplify and expedite the VER's relationship with the hospital and the patient. The VA Counseling Psychologist also serves as a reference for the patient in his initial contact with employers and is available for followup visits on the job with expatients and employers. Frequently, timely consultation with employer and employee will salvage a placement that might otherwise fail.

A good deal more remains to be done in vocational rehabilitation. As a group, but with wide individual variations, mental patients do not have good educational and vocational backgrounds. There is probably a reciprocal relationship operating in which the person's long-standing emotional difficulties have interfered with his educational and work attainments, and his limited educational and vocational skills have contributed toward his social and personal problems. Add to this an average age of 45 in the veteran population, and it can be seen that the restored patient is not in a favorable competitive situation in an economy which increasingly stresses youth, educational attainment, and technical training.

In this respect, the restored patient population shares with other segments of our society a need for further education and job training. The recent awareness in national circles of the social urgency of this matter lends hope that retraining opportunities will be made increasingly available to all who need them. Wherever possible we make use of Vocational Rehabilitation Training through the VA, the State Division of Rehabilitation, and the Manpower Development and Training programs, but greater resources are needed. Hospitals see themselves as treatment centers and not as vocational training institutions and are staffed and equipped accordingly. It may be necessary for the hospital to recognize the artificiality of this distinction and to place increasing emphasis on the training function in the future.

Many patients have recovered to

(*Continued on page 28*)

Veterans Acquire New Job Skills

Although veterans have had many opportunities for skill training and education in the past, they are well represented in the MDTA program which is helping many of the unemployed and underemployed acquire new job skills.

The changing character of veterans' benefits after each of the wars in which this country has been involved illustrates clearly and dramatically the increased importance of education and training in the economy. Traditionally, the Nation has extended to its veterans some special compensation in appreciation for their wartime service and sacrifice. In earlier periods, there were such benefits as cash bonuses, land grants, and resolutions recommending that ". . . bankers, merchants, manufacturers, mechanics, farmers, and persons engaged in industrial pursuits . . . give them the preference for appointments to remunerative situations and employments." [1]

It was not until World War I that any kind of education or training was provided as a part of the postwar recompense to veterans. Public Law 178, effective June 27, 1918, provided for the vocational rehabilitation, through education and training, of veterans with service-connected disabilities. Enrollments in this program, which was ended in 1928, reached their peak in 1922, with a total of 109,476 veterans.

In contrast to World War I veterans who received a Federal cash bonus and who were eligible for Government-financed training only if they had a service-connected disability, veterans of World War II and the Korean conflict received no cash bonus from the Federal Government but could avail themselves of liberal training and education benefits. Public Law 78–346, officially titled the Servicemens' Readjustment Act of 1944 and popularly known as the "GI Bill," enabled nearly 8 million World War II veterans to receive education or vocational training. Over 600,000 more were provided with education or training under the vocational rehabilitation program for disabled veterans.

This shift in emphasis reflected changes in the economy, in the education and skill demands of the labor market, and in the ways in which workers acquire their skills. In 1900, only about 6 percent of the 17-year-old population had graduated from high school; by 1920, the proportion had risen to 17 percent and, in 1950, it was 59 percent. The 1920 census was the first to record an excess of urban over rural population in the United States. Even then, urban areas claimed only a little over half (less than 52 percent) of the population. In a country heavily dependent upon the land, and in an age when even such professions as physician and lawyer could be entered after a period of apprenticeship and "reading," the provision of education and training would not have been regarded as being especially valuable and certainly not as meeting a general need.

Social Responsibility

Paralleling the increased emphasis upon education has been a growing recognition of a social responsibility for the education of the Nation's citizenry. It is in this context—a society in which education and training have high value in the job market and are recognized as a social responsibility—that the Manpower Development and Training Act is operative. The MDTA, enacted in 1962, provides that unemployed and underemployed workers, as well as those facing layoff because of technological

A retired Army sergeant, trained as an arc welder under MDTA, is shown welding braces for a truck body base. Placed as a welder immediately after completing MDTA training, this veteran has had three raises in a year from his well satisfied employer.

[1] Resolution of the Congress of the United States, 1865.

Merlin Maxwell, right, explains basic refrigeration functions to students in an MDTA training class.

changes, are eligible for occupational training, provided there is a "reasonable expectation of employment" in the occupations for which they are to be trained. Between the start of MDTA training in September 1962 and the end of 1963, about 77,000 unemployed and underemployed workers, about three-fifths of them men, had enrolled in institutional training courses under the MDTA.

Veterans Share in Training

Local ES office procedures for referral of workers to MDTA training courses provide that: "The usual policy relating to veterans preference in referral to jobs shall be adhered to, within each category of priority, in referral of applicants to training under the Act." Available data indicate that about 3 of every 10 men enrolled in MDTA courses by the end of 1963 were veterans. As a group, they were older, had greater family responsibilities, more work experience, and a longer period of pretraining employment than did the male trainee group as a whole.

Although fewer than one-fourth of all males enrolled in MDTA training at the end of 1963 were 35 years of age or older, over half of the veterans were in this age group. Over 90 percent of the veterans were heads of families or households, and over half had three or more dependents. In the total group, about 70 percent were heads of families or households, and only a third had as many as three dependents.

As might be expected because of their older average age, the veteran group had a longer period of gainful employment prior to training than did the total male trainee group. Almost three-fourths of the veterans had 10 or more years of gainful employment prior to training, as contrasted with only a third of all male trainees.

The statistics on the ages, and consequently on the family responsibilities and length of work experience of veterans, as compared with that of the male trainee group as a whole, were predictable. A comparison of the duration of unemployment and of the educational attainment of the veterans with those of the total male trainee group, however, revealed somewhat surprising data. As noted previously, very liberal educational benefits have been available to veterans, as well as preference in job referrals by the Employment Service. In addition, certain veterans' preference provisions are in effect in government and some other types of employment. It was surprising, therefore, to find that the veterans enrolled in MDTA courses had experienced longer unemployment and that their educational attainment did not differ significantly from that of the total male trainee group. Forty-five percent of all male trainees had been out of work 15 weeks or longer at the time of their referral to training. For veterans alone, the proportion was slightly over half.

The educational attainment of veteran and nonveteran trainees was about the same. About 56 percent had completed high school, and some of these had gone beyond the high school level. Acquisition of some college training was, however, more prevalent among veterans, of whom about 12 percent reported over 12 years of education, compared with only 9 percent for all male trainees.

Preparing for Current Jobs

There were no significant differences between the kinds of occupations for which veterans and other men in the MDTA program were being trained. About four-fifths of each group were preparing for skilled or semiskilled jobs; much smaller proportions were preparing for semiprofessional or technical jobs (about 8 percent), or for service occupations (about 6 percent). Less than 3 percent of each group were being trained for agricultural work, or for clerical and sales jobs. The largest enrollments were in courses for welder, automobile repairman, electrical appliance serviceman, electronics technician, and machine operator.

Veterans constitute about two-fifths of all men 20 years of age and older in the civilian work force. That their participation in the MDTA training program is smal-

Characteristics of men enrolled in MDTA courses, total and veterans only, cumulative through Dec. 31, 1963

	Percent distribution of:	
	All men trainees	Veteran trainees
Age (in years)		
Under 35	76.6	47.6
35 and over	23.4	52.4
Head of family or household		
Yes	69.8	92.9
No	29.9	7.0
Dependents		
Less than 3	63.6	40.5
3 or more	33.6	55.2
Years of gainful employment		
Less than 10	66.0	26.6
10 or more	33.8	73.3
Unemployment (in weeks)		
Less than 15	53.6	47.5
15 or more	45.0	51.2
Education (in grades)		
8 or less	11.5	13.4
9–11	31.5	30.8
12	47.9	43.3
Over 12	9.0	12.4

Note: Where items do not total 100 percent, characteristics were not reported.

ler—they account for a little under one-third of male enrollees—is perhaps explained by the fact that veterans have had unusual opportunity to acquire education and job skills. Not only did large numbers of them take training under the provisions of the GI Bill and other legislation, but also many received training while serving in the Armed Forces. Such training is often transferable to civilian employment and is likely to be highly pertinent to the current labor market. For instance, the armed services have been a significant source for electronics technicians, for whom there is and will probably continue to be a considerable demand.

In terms of their need for training, therefore, it appears that veterans are well represented in the MDTA program. Occupational training under the provisions of the MDTA is contributing substantially to the sucessful vocational readjustment of those unemployed and underemployed veterans who are experiencing difficulty in today's highly competitive labor market.

—MARY B. MEYER *and* MARTIN WEINLES, *U.S. Employment Service.*

Service to Veterans

(Continued from page 6)

was sent and is requested to notify the local office of any development. The office manager reports "results have been satisfactory." Because of this initiative by the Employment Service, employers not previously using its facilities are now calling the office and placing job orders.

2. New industries in various areas of the State now recognize a referral slip from the Employment Service office as a pass at their employment gate. Because they have confidence in the Service, their personnel offices process the referred applicants upon presentation of the slip.

3. The LVER's solicitation of free radio time to present the qualifications of a particular veteran led to a scheduled nightly spot which will continue as long as results are satisfactory. It should be noted that on the first spot, the qualifications of two male veterans and two female nonveterans were presented. The veteran for whom the spot was initiated obtained employment.

4. In several counties, there are committees of employer representatives who meet once a month to interview handicapped veteran applicants. They assist the LVER in placing these individuals. This procedure works! Civic and fraternal organizations have sponsoring units which work for credit in the placement of veterans from the "hard core" category of the unemployed.

The LVER is responsible at the local level for the functional supervision of registration, counseling, and placement services for veterans. He is trained in all phases of local office operations and is a versatile and adaptable member of the local office manager's staff. He is active in civic affairs and works closely with community and veteran organizations in matters pertaining to employment. All LVERs serve as members of Department of Employment Committees of veterans' organizations.

Since he cannot personally serve all veteran applicants, the LVER draws on the resources of the entire local office staff and through his enthusiasm stimulates and sustains their interest in the veteran program. When he observes conditions of practices that are detrimental to the interest of veterans, he brings them to the attention of the manager and suggests appropriate action. Large problems are threshed out in staff meetings where, through full discussion, causes are identified and remedial action developed. The usual result is that overall service is improved for all applicants.

VER Serves Outside the Office

In Maryland, the State VER, in addition to serving on the top staffs in the State agency, works in a public relations capacity. He is a liaison official with government offices, civic, and fraternal organizations, and takes an active part in the Federal Business Association and the Baltimore Association of Commerce.

He has interested the Governor in making a personal award each year to the most outstanding local office VER. The presentation takes place before all of the State agency employees, and has been effective in stimulating and maintaining a high level of enthusiasm for service to veterans.

Evaluators Find Community Relations Pay Off

Evaluation of program activities and their results in relation to goals is essential to the development and maintenance of maximum effectiveness in the operation of any program. Its importance is especially great for a relatively new program—such as manpower training and retraining—which has significance and implications that go well beyond day-to-day operations. Increasing the employability of the work force has a central place in the Nation's manpower policy. Evaluation findings are therefore of immediate interest to all who are directly engaged in the program and to those who follow the course of its development.

A valuable effect of evaluation activities is the opportunity for State agency personnel to "talk out" problems. Frequently, those directly responsible for the MDTA–ARA training programs are so deeply and constantly involved in actual operations that they have neither time nor perspective for self-appraisal. As they discuss the program with national and regional office evaluators and others, problems previously not entirely perceived or understood become clearly delineated. Furthermore, the "talking out" process and exchange of ideas often suggest an on-the-spot solution to the persons who deal with the problems daily.

Evaluators also find common problems among a number of areas. For example, in some State agencies and local offices, the failure to appreciate the value of an active community relations program may have resulted in a lack of employer acceptance, labor union support, or response from the community. Some public employment agencies have difficulty in recruiting sufficient numbers of workers for training; a few meet with hostility to the training program on the part of some groups. A more vigorous community relations program would increase understanding and acceptance of the manpower training program. Since such situations are encountered frequently, those responsible for any aspect of the manpower training program should be fully conscious of the need for good public-community relations.

Employment Service staff were encouraged to use newspapers, radio, and television to tell the MDTA–ARA story. To stimulate interest, they were advised to distribute to employers circulars describing the training program. In some areas appeals to public housing authorities elicited enthusiastic cooperation in distributing posters and leaflets to inform unemployed and underemployed residents of training opportunities available to them. Speeches to service organizations, associations of vocational counselors and personnel directors, and other groups were also effective.

Seminars—useful for improving understanding of the manpower training program—have succeeded in dispelling hostility to the training program resulting from a misunderstanding of its intent and functioning. They enable ES staff and others involved in the program to answer questions that employers, labor union officials, and the public may have about MDTA–ARA training. Such discussions are also an excellent source of ideas for extending training and for broadening community support for manpower training.

Already, MDTA–ARA training evaluations show that vigorous efforts made to promote good community relations pay off in a strengthened manpower training program.

LATEST TRAINING HIGHLIGHTS

Under ARA Program
(As of June 1, 1964)

Approved ARA training projects	679
Total trainees approved	30,920
Trainees enrolled June 1, 1964	2,263
Total trainees enrolled	24,812

Employment Status
(Nov. 1961 - May 1964)

I. Completed training	18,756
A. Obtained employment	14,063
Training-related	12,700
Nontraining-related	1,363
B. Referred for employment, awaiting referral, and other (including status unknown)	4,693
II. Employment Service placement activity	
A. Placed by ES	8,977
B. Other	5,086

State agency
Trainee Selection and Referral Activities
(Sept. 1962 - April 1964)

Screening interviews	79,957
Counseling interviews	19,994
General aptitude tests	10,655
Specific aptitude tests	18,551
Proficiency tests	1,911
Referrals to training	17,417

Under MDTA Program
(As of June 1, 1964)

Approved institutional training projects	2,765
Projects started (preliminary, cumulative)	2,576
Total trainees approved	126,570
Total trainees enrolled	92,131

Employment Status
(Sept. 1962 - March 1964)

I. Completed training	36,910
A. Obtained employment	26,386
Training-related	23,486
Nontraining-related	2,900
B. Referred for employment, awaiting referral, and other (including status unknown)	10,524
II. Employment Service placement activity	
A. Placed by ES	18,460
B. Other	7,926

State agency
Trainee Selection and Referral Activities
(June 1962 - April 1964)

Screening interviews	787,061
Counseling interviews	214,358
General aptitude tests	120,693
Specific aptitude tests	124,288
Proficiency tests	17,647
Referrals to training	106,543

MANPOWER TRENDS

MAY UNEMPLOYMENT HITS 4-YEAR LOW

The 5.1 percent rate of unemployment in May was the lowest in more than 4 years, and employment, continuing to expand at a better-than-seasonal pace, reached an all-time high of 71.1 million. Declining more than seasonally to 3.6 million, unemployment was about 300,000 below April, when the jobless rate was 5.4 percent. The unemployment rate for all adult men reached its lowest level since August 1957. That for adult women improved for the first time in many months.

AREA UNEMPLOYMENT

The recent improvement in unemployment conditions was relatively widespread according to data from 150 major labor market areas regularly surveyed by the Bureau of Employment Security and affiliated State agencies. Despite this improvement, 39 of the 150 areas--including 9 of the 30 largest metropolitan areas in the country--continued to be classified as areas of substantial unemployment (unemployment of 6.0 percent or more) in May.

UI CLAIMS LOWEST SINCE 1959

New unemployment insurance claims under regular State programs declined 21,500 to 194,100 during the week ending May 30, the first week since September 1959 that the volume has been below 200,000. The decline was widespread, occurring in 39 States. Continued claims dropped in all but five States during the week ending May 23, the rate moving down from 3.5 to 3.3 percent. No comparable week in any May since 1957 has had a lower rate.

ABOUT 6.7 MILLION IN DEFENSE WORK

An estimated 6.7 million persons were in national defense work in 1963, nearly one-tenth of total employment in the country. Fifty-six percent were employed directly by the Federal Government--2.7 million in the Armed Forces, and 1.0 million civilians in defense-related work in Federal agencies. The rest worked for contractors and subcontractors on defense programs in the private sector of the economy.

EQUAL PAY PROVISIONS

About 7.5 million women are newly covered by the provision of the Fair Labor Standards Act, generally effective June 11, prohibiting wage discrimination on the basis of sex. To be enforced by the Wage and Hour and Public Contracts Divisions of the Department of Labor, the equal pay for equal work amendment affects firms already subject to the Act's minimum wage provisions.

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UNEMPLOYMENT AMONG WOMEN

Sharply contrasting trends developed in the job situation for adult men and women over the past year. Unemployment among men dropped rapidly from early 1963 to the first quarter of 1964, while unemployment of women, at a comparatively high rate in early 1963, moved up slightly. Unemployment has typically been higher among adult women in the labor force than among adult men. In 12 of the 15 years between 1948-63, annual unemployment rates ranged from 1/2 to 1 percentage point higher for women and the differential has been widening for over a year. In most of the postwar period, the differential between these two rates narrowed during business downturns and widened during prosperous periods.

9 MILLION WOMEN IN MANUFACTURING AND TRADE

Manufacturing and trade--each with about 4-1/2 million women in 1963--are the major employers of women in nonfarm industries for which data are available. Manufacturing, as a whole, has not been a growth sector during the postwar period, and the manufacturing industries in which women are concentrated cannot be characterized as rapidly expanding areas of employment.

APPAREL LARGEST FACTORY EMPLOYER OF WOMEN

In apparel--the chief manufacturing employer of women--the 1 million women on payrolls in 1963 represented over three-fourths of industry employment and nearly one-fourth of all women in factories. Electrical equipment provided jobs for nearly 600,000 women, half in communication equipment and electronic components. Of the workers in textiles, miscellaneous manufacturing (mostly toys and jewelry), tobacco, and leather, from 40 to 50 percent were women. Although employment in electrical equipment has been growing for several years, it turned downward in 1963, while employment in textiles, tobacco, and leather has been trending downward for a longer period. As might be expected, women were less than 10 percent of the employment in primary metals, lumber, and petroleum.

The large majority in trade were in retail selling, where they account for over two-fifths of employment. Women represent half of all employees in finance, but their number was relatively small (1.4 million). One-half (400,000) of the employees in the communications industry, and at least one-third of all employees in service industries for which data are available, were women. In hotels and laundries, they constituted one-half and two-thirds of total employment, and the 1.1 million working in hospitals in 1963 were four-fifths of all hospital workers.

Community Mobilization Finds Jobs For Disabled Veterans

BERNARD POSNER

Community teamwork results in more jobs for handicapped veterans with histories of mental illness, creating hope and pointing the way for many to lead productive lives.

It's only a small janitorial service in a western town. At reasonable rates, it will send out a crew to clean offices, factories, any kind of establishment. Its owner never will get rich, but he doesn't care. He never dreamed he would come as far as he has.

A veteran of World War I, he entered a Veterans Administration hospital in 1934 with a severe mental illness. Twenty-two years later he came out of the hospital. The world had changed. A global war had taken place; secrets of the atom had been bared; life itself had outstripped the "Amazing Story" magazines he used to read in the hospital. What was there for an ex-mental patient, well along in years, out of touch with society?

Fortunately his hospital was in a community that had mobilized its resources to help mentally restored veterans fight their way back to productive lives. The Employment Service office, the Veterans Employment Representative, the VA hospital, local civic groups, veterans' organizations, the news media had banded together for an all-out drive for jobs for ex-mental patients. With their assistance, he found a job as dishwasher in a restaurant. He remained there a year, then resigned to start his own business—at age 70!

Not all veteran-patients coming out of VA hospitals have such happy tales to tell. For most, job-finding is a problem of growing dimensions. Here are some reasons:

1. The average age of veterans in VA hospitals now is 53 years. It is rising at an accelerated pace.

2. One out of every three of these patients is 65 years of age or over—in the "geriatrics group," as VA calls it.

3. The length of stay in the hospital increases with age. The older a veteran is, the longer it takes to shake off the ravages of disability and illness.

4. More than half of all VA patients on any average day are in the hospital for mental illness. Those treated for psychoses remain an average of 75 days; those treated for other psychiatric illnesses stay for 27 days.

5. Averages don't tell the complete story. One out of every three VA patients has been in the hospital longer than 1 year. Virtually all the long-termers are being treated for psychotic conditions.

These factors considered together make it evident why job placement is no easy task for most patients discharged from VA hospitals.

Age Bars Veterans From Employment

VA once estimated that of every 100 veterans aged 65 and over, only 40 were in the labor force. Some of those not in the labor force had retirement incomes and had no inclination to work; but, VA said, many had dropped out of the job market simply because they could not find employ-

Recreation aids training for disabled veterans.

Bernard Posner is Special Assistant to the Chairman, the President's Committee on Employment of the Handicapped.

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ment. Age alone has been a potent factor barring entry into employment.

Another VA study, "They Return To Work," found that 31 percent of former veteran mental patients were unemployed, compared with a national unemployment rate of 5 to 6 percent. Yet these were younger veterans of World War II and of the Korean conflict, who should have had an easier time finding jobs than oldtimers.

The status, "former mental patient," by itself, then, has proved a powerful barrier to jobs.

Add the two barriers—advancing age plus the status of "former mental patient"—and it is obvious why an all-out attack is needed to meet the problem.

A growing number of communities around the country have been meeting the challenge with gratifying results. The key factor invariably has been closely meshed cooperation by all segments of the community. This can be no "go-it-alone" operation. No single agency or organization, working by itself, can make a dent in the problem of broadening job opportunities for older veterans with a history of mental illness.

In many instances, State Veterans Employment Representatives have been in the forefront of these cooperative activities. State and local committees on employment of the handicapped also have been most active.

The Sheridan Effort

One successful community enterprise is the Veterans' Vocational Rehabilitation Committee in Sheridan, Wyo., geared to the needs of patients in the local VA mental hospital. The chairman is the local office Veterans Employment Representative. Members include the manager of the local public employment office, an official of the State Department of Vocational Rehabilitation, members of the VA hospital staff, leaders of local veterans' organizations, a newspaperman, a personality from the local radio station, as well as representatives of Sheridan's civic organizations.

The committee meets once a month to review case histories of patients about to be discharged, to exchange views about employment prospects in the area, to discuss ways to open up more jobs for ex-mental patients, and to consider any placement problems that may have arisen.

The committee chairman reports: "The Sheridan public employment office has had considerable success in placing mentally restored veterans on an individual basis." In actual placements, he adds, VA and the local office work hand in hand.

A former Navy frogman and a victim of multiple sclerosis, this veteran was placed as an order taker with a large drug firm. The ramp making access to the building possible is an important factor in placing the severely disabled.

Newly discharged patients are referred to the local office for job placement services, while the VA hospital furnishes pertinent data about their medical histories as well as valuable suggestions about the most suitable types of employment.

A similar cooperative venture has been established at the VA mental hospital in Syracuse, N.Y. Here, too, the Veterans Employment Representative has been playing a key role. The hospital holds weekly staff conferences, discussing case histories of veteran patients nearing discharge. The Veterans Employment Representative joins these conferences, bringing the hospital staff an up-to-date picture of area employment prospects.

Sent to ES For Placement

When the patient is ready for discharge, he is referred to the local public employment office for counseling and placement. Veterans' organizations cooperate in job-searching. This close-knit teamwork has paid off, says the Veterans Employment Representative, noting that "over a period of years, this program has returned hundreds of veterans to civilian life."

The Syracuse VA hospital, incidentally, has become not only a rehabilitator of the handicapped but an employer of the handicapped. The American Legion recently cited it as the outstanding employer of the handicapped in the entire State of New York.

Still another successful cooperative venture is taking place in the San Fernando Valley of California, location of the Sepulveda VA mental hospital.

Here, the Veterans Employment Representative, Local Office Manager, and hospital staff members have banded together to organize an Employers' Council, made up of some 500 leading employers in the Valley. Three or four members of the Council are invited to the hospital each month to advise mental patients about job prospects, where to look, how to look, and anything else they may want to know about employment. Council members, however, never have been asked to hire ex-patients themselves. Yet their visits to the mental hospital, they claim, have opened their eyes. They see the mentally restored in a new light, and now many do seek out qualified veterans straight from the hospital. One electronics manufacturer, in fact, hired a patient who had four relapses. Each time the employer helped him return to the hospital; after each episode, the employer took him back. "Why not?" he asked. "He's a good worker, isn't he?"

A watch repair school for disabled veterans at a VA hospital. The men, mostly paraplegics or amputees, are given training in the fundamentals of watchmaking at several VA hospitals.

The single thread running through these, as well as other instances of a similar nature, is community teamwork. The entire community, mobilizing its resources and its leadership, can help the mentally restored veteran return to normal life and useful work—the older veteran as well as the younger; the man who had been hospitalized many months as well as the man hospitalized a few days.

The heartening fact is that more and more businesses are opening their doors to older workers, to the mentally restored, to all the handicapped. The emphasis is on *ability*, wherever it may be found.

One major electronics company expressed a favorable attitude toward hiring older handicapped workers, "particularly when there is a definite skill involved" and "particularly when the people hired will stay with us for a long time."

A large chemical manufacturer who hires the mentally restored commented: "If you do a good enough screening job, you may get people in your employ who are perfectly normal, but you will have screened out people who discover things like nylon."

"Blueprint For Action"

The cycle of events seems to run like this:

The VA hospital devotes every effort to preparing the patient for a productive life of employment.

The community, through closely coordinated mobilization of its resources, devotes every effort to opening the doors to jobs for newly discharged veteran-patients.

The veteran patient himself devotes every effort to making good on the job.

The employer is satisfied, and will be more prone to hire other disabled veterans who qualify.

This is the kind of teamwork that results not just in more jobs for the handicapped but also in more strength for America. As Harold Russell, Chairman of the President's Committee on Employment of the Handicapped, puts it: "Whenever man's abilities are utilized, our country grows in strength; whenever his abilities are shunned, we grow weaker. The choice is clear."

To contribute to ever strengthening community teamwork, the Committee on Disabled Veterans of the President's Committee has prepared a "Blueprint for Action" designed for veterans' posts and departments across the Nation. It gives practical advice on what they can do to cooperate with other community groups in creating full equality of opportunity for disabled veterans.

Veterans Employment Representatives should be proud to have a key place in these many enterprises of hope.

In July . . .

Staffing the World's Fair

Reorienting Local Office Service to Veterans

ANTHONY FANTACI

With veterans now moving into the "older worker" category, strengthened efforts and new ideas on the part of the Employment Service, Veterans Employment Representatives, and Older Worker Specialists are imperative to overcome age bias and develop job opportunities for veterans.

A new and important element was added to the National Conference of Older Worker Specialists held in Chicago on September 16 and 17, 1963. The new element consisted of the presence of Veterans Employment Representatives at both the National and State levels. It heralded recognition of the fact that services to older workers and services to veterans are fast becoming synonymous as the average age of World War II veterans continues to rise. Thirty-five percent of veterans in 1962 were 45 years of age and over; by 1970, 67 percent of World War II veterans will be in this age group. Also, by 1970, 4 out of every 5 men 45 to 54 years of age will be veterans.

Close cooperation between Veterans Employment Representatives with other Employment Service staff to meet the needs of veterans is not new. The active assistance of VER's in providing necessary services to disabled veterans and the influence of veterans' organizations in stimulating public interest are well known to all Employment Service personnel. This same dedication, continuing interest, and effort are now needed to eliminate age bias in hiring in order to make it possible for the qualified older veteran to obtain suitable employment.

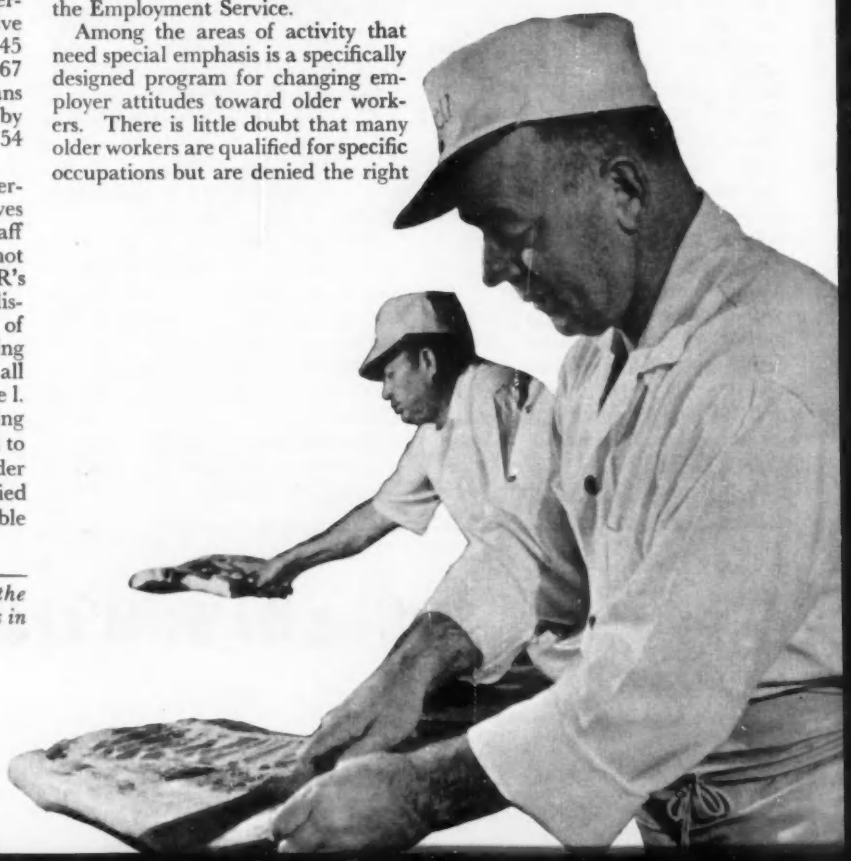
Anthony Fantaci is Chief of the Branch of Special Worker Services in the U.S. Employment Service.

The problem of age bias is not one that can be resolved simply by appealing to intelligence and logic. Our efforts must be aimed at changing basic stereotyped concepts that originated in a socio-economic setting that has long ceased to exist. Such inaccurate concepts must be attacked persistently from every angle and at every opportunity. The Veterans Employment Service is well versed in the most effective methods of attacking this type of problem as a result of its work in promoting equal employment opportunity for the handicapped veteran. The active participation of the Veterans Employment Service and of the various veterans' organizations will bring new meaning and emphasis to the ongoing program of assistance to older workers within the Employment Service.

Among the areas of activity that need special emphasis is a specifically designed program for changing employer attitudes toward older workers. There is little doubt that many older workers are qualified for specific occupations but are denied the right to employment primarily because of age. They can be helped most effectively by changing employer and community attitudes with respect to age.

In assessing the problems faced by older workers, it may be well to remind ourselves of what we mean by an "older worker." Probably because our statistical reporting system is in terms of the 45-and-over applicant, we have tended to think of the "older worker" as including any and all applicants in this age group. Actually, our operating definition (in terms of services rendered) of an older worker refers to individuals of any age (except youth, of course) who have difficulty in getting or keeping a job primarily because of their age or factors usually associated with age. It has been reliably estimated that from 40 to 60 percent of applicants 45 years of age or older fall into this category.

The greater average length of unemployment for men 45 to 64 is a very significant aspect of the overall unemployment problem of older workers. In recent years, the average



Flour milling operations require mechanical know-how.

length of unemployment for men in this age category was more than 20 weeks, and for those over 65 it exceeded 26 weeks. For men 24 to 45 years of age, however, it was about 16 weeks.

There has been a tendency to accept unemployment statistics for workers 45 years of age and over as an indication that their employment problem is entirely one of duration of unemployment rather than rate of unemployment. However, it should be pointed out that the rate of unemployment for the 45- to 54-year-old worker is higher than the rate for the 35- to 44-year-old worker, despite seniority provisions that supposedly should assure continuity of employment to older workers. Furthermore, both the rate and persistence of unemployment increase after age 55. Finally, it is reasonable to assume that the rate of unemployment for older workers is probably understated as a result of the withdrawal from the labor force of those who are unsuccessful in finding employment.

The problems of the older worker in our society will become more serious as a result of the tremendous increase in the number of youth entering the labor market. Since a majority of these new entrants possess educational levels significantly higher than those of the average older worker, and since employers tend to prefer younger workers and higher educational levels, efforts to eliminate age bias will need to be redoubled to insure equal consideration for the older veteran. These difficulties are highlighted by the results of a recent study of 25,000 employer job orders in eight cities in the United States. This study showed that 45 percent of all job openings received in May 1963 specified an upper age limit. Forty-two percent of the job openings restricted referral to applicants under 55 years of age; 29 percent to applicants under 45; and 18 percent to applicants under 35.

The recently issued REPORT TO THE PRESIDENT by the President's Council on Aging stresses the importance of improved and expanded older worker services through the Employment Service system. It calls for:

1. Improvement and expansion of service to older workers by providing for additional counseling and for organization of new job-finding community activities on their behalf.

2. Expansion or establishment of a specific service for placing individuals in part-time jobs.

3. Enactment of legislation to provide relocation allowances for workers displaced by economic shifts (now possible on an experimental basis through recent amendments to the MDTA).

4. Expansion of training and educational opportunities for older workers.

5. Measures to ease the impact of layoffs on older workers.

6. An Executive Order establishing a Federal policy against discrimination in employment by Federal contractors (recently promulgated).

7. Provision of public service employment opportunities for the aged.

8. Measures to stimulate programs of preparation for retirement.

9. Increased use of State and area manpower advisory committees.

A brief look at the major aspects of the employment service program for older workers will provide a ready guide to those areas in which VER's at all levels can cooperate with older worker specialists to promote employment of older workers in general and of veterans in particular. These major areas are: (1) education and promotion activities, (2) community relationships and cooperative services, (3) functional supervision and technical assistance, and (4) direct services to older workers.

Education and promotion activities are of particular importance because

Many veterans are skilled workers in the Nation's industries.

of the crucial need for changing not only employers' attitudes but public attitudes toward the older worker. If these can be changed, then thousands of qualified workers in their middle years and older—most of them at a life stage where the needs of their families are at a maximum—will be given the opportunity at least to compete on equal terms with younger workers in the job market. While significant numbers of older workers will need to refurbish old skills or learn new ones in order to merit consideration for available jobs, training or retraining is of little help to the older worker who is already qualified but is being denied consideration because of age. Typical of the education and promotion activities that need to be reactivated and expanded are:

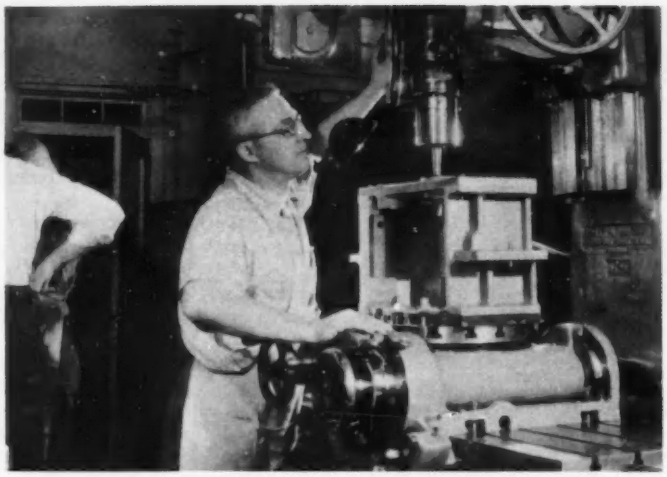
1. Preparation and use of educational materials, such as brochures, pamphlets, flyers, and radio and television scripts. Obviously, efforts in this area need to be coordinated with other educational and promotional efforts planned for other applicant groups.

2. Planning and carrying out employer institutes. One of the most effective ways of changing the attitudes of employers toward older workers is to get them actively involved in consideration of the problems. Ideally, some private community group or educational institution should sponsor such institutes. However, the local office needs to take the initiative in stimulating interest in conducting such institutes and should also provide backup help to the organization that acts as spon-

sor. The leader's guide for conducting such local institutes, entitled "Meeting the Manpower Challenge of the Sixties with 40-Plus Workers," was developed by the USES. It was designed to make it as easy as possible for an outside organization to undertake such a project. Local veterans' organizations may be interested in sponsoring employer institutes or may be instrumental in enlisting the interest and cooperation of other organizations to act as sponsors.

An employer institute held in Little Rock, Ark., in 1963, provided an opportunity for employers to discuss the hiring of older workers. It brought about the realization by each employer that, while he was not hiring over-45 workers himself, he was assuming that these applicants would be hired by another employer. It soon became obvious that this assumption was resulting in continued unemployment for older workers. A change in hiring practices soon followed.

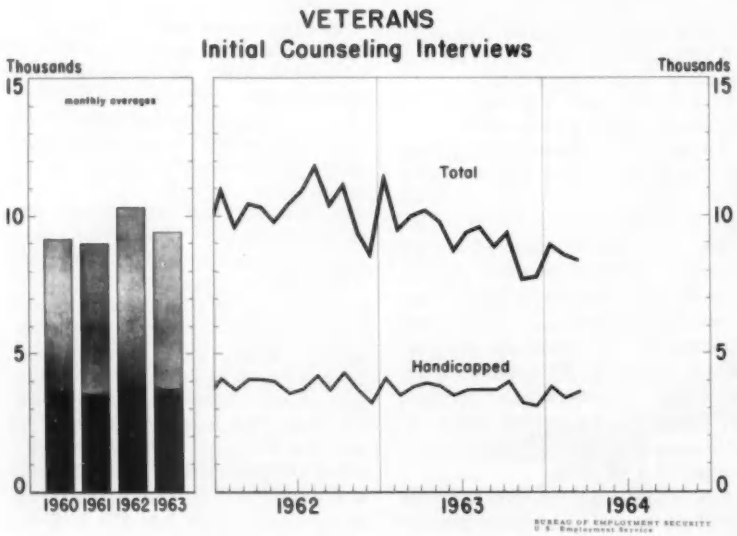
3. Planning and conducting older worker employment panels. This technique has been successfully used in a number of States—notably Pennsylvania. It not only stimulates interest on the part of employers and the community through the attendant publicity, but also provides an avenue for the interviewing of qualified older workers by employers. These employers are usually in a position either to consider the applicants directly for jobs in their own establishments or to bring these applicants to the attention of others who may be able to use them.



This adept craftsman works to a tolerance of 1/10,000 of an inch.

In considering methods of obtaining community interest and cooperation, one of the principal instruments at hand is use of State and area manpower advisory committees. These committees, which were recently estimated to number some 700, have been organized under the Manpower Development and Training Act and will undoubtedly increase rapidly. A subcommittee on older worker problems, working cooperatively within the overall manpower advisory committee with other subcommittees concerned with other applicant groups, makes possible an integrated approach to the total manpower planning program within the local community. The local office can assist this subcommittee in many ways. For example, it can provide basic materials for newspaper, radio, and television publicity. It can assist in planning programs to select and present awards to employers and unions that have adopted practices resulting in equal employment opportunity based solely on qualifications and without regard to age. Here, too, the VER's can be particularly helpful in getting the active support of veterans' organizations such as the American Legion (which has already sponsored such awards) and civic organizations such as Rotary, Kiwanis, and Eagles.

The Veterans Employment Representative, together with other local office staff, will need to give special consideration to certain activities and services carried on in the local office. For example, services to older veterans are directly affected by the



extent to which counseling needs in the 45-plus age group are recognized, and by the extent to which the older veterans' needs are met. They will be concerned to assure that counselors are being utilized in their specialty and are not diverted to other activities, since such diversion may limit the extent to which older veterans are given effective counseling service.

Quantity and quality of services to this applicant group will depend to a significant degree on the extent to which the older worker specialist carries out his responsibility. Is he carrying out his community relations functions, and, if pertinent, his functional responsibility for giving technical assistance to local office staff to improve services to older workers? Or is he providing direct services to older workers at the expense of these primary functions? It may well be that active collaboration by the local office VER with the older worker specialist will transform a mediocre program into a good one.

Part-Time Employment

Part-time employment was one of the principal items recognized by the President's Council on Aging as an important area of service to older workers. We know that part-time employment is increasing at a significantly higher rate than full-time employment.

Also of special importance to older workers is the area of training and retraining. Currently, we need to expand significantly the number and proportion of applicants 45 years of age and over who are considered for and referred to training and educational opportunities, primarily through MDTA training facilities. The recent amendments to the Manpower Development and Training Act contain important provisions for older workers as well as for younger workers. With their lower average schooling than workers in general, special consideration should be given to referral of older workers to training in basic academic skills if they are deficient.

The following steps can be taken to increase the number of older workers referred to training:

1. Local offices should consider the need for organizing special training projects for older workers. The projects should be concerned with the 45-plus applicants encountering age bias, and with pertinent techniques for the counseling, selection, and referral to training, job development, and followup after placement of these workers.

2. Older workers who already possess basic educational skills should be considered for referral to regular training projects regardless of employer age specifications. Once these applicants have acquired needed skills, it will be easier to overcome the often arbitrarily set age requirements. To deny training on the basis of age eliminates all chances of making this group employable or of getting them employed.

3. Every effort should be made to expand on-the-job training opportunities under MDTA. Such training is often better suited to the older worker's orientation than classroom training, but does involve overcoming employer age bias.

4. Reluctance or refusal to take training on the part of older workers who could profit from training should not be accepted as a reason for not considering such persons for training. Every effort should be made through group counseling and other pertinent techniques, to overcome this reluctance, usually stemming from fear based on incorrect concepts of what the training and the training situation involve.

5. The possibilities of individual referral to training on less than a class basis should be explored thoroughly.

Help them to Help Themselves

In addition to increased emphasis on job development techniques for older workers, the local office can provide the stimulus for the formation of self-help clubs for older workers seeking employment. "Experience Unlimited" in California [1] and "Experience Diversified" in Minneapolis are two successful examples. While most self-help organizations of this type have concerned themselves with professional, technical, and managerial workers, experimentation with groups in the clerical or skilled occupations would be very desirable.

Exchange of Local Office Ideas

One area, not involving a direct service to older workers, nevertheless has an important bearing on what is done for older workers, and requires leadership and stimulation by Veterans Employment Representatives and Older Worker Specialists. This is the reporting of what is being done in each local office, and the identification of new or emerging needs that require new methods or new techniques. The Employment Service, with its local, State, regional, and national office organization, is in a unique position to achieve the benefits of a free-flowing, two-way channel of communication. When this is done, new ideas or activities initiated in one part of the country become available to local offices everywhere for possible adoption or modification. The machinery for accomplishing this two-way flow of information is already available. What is required is simply the relatively small amount of time that goes into the preparation of the reports, and the continued stimulation and attention by local office Older Worker Specialists and local Veterans Employment Representatives to see to it that the necessary information is provided at the community level.

The ties that link the local office VER to the overall placement process in the Employment Service were strengthened with the expansion and emphasis of service to disabled veterans. Now, another specialized service becomes as much the concern of the Veterans Employment Representative as it is of the Older Worker Specialist. The older veteran, including the disabled older veteran, will benefit in proportion to the degree to which, through a common and cooperative effort, we succeed in eliminating age bias in the hiring of older workers in general.

[1] *See EMPLOYMENT SECURITY REVIEW, November 1960, p. 9.*

The GI Bill of Rights, born out of the Nation's biggest demobilization and readjustment emergency, eased the transition to peacetime life for millions of Americans, and continued to pay off in economic opportunity for them.

20 Yea
The GI B

The United States emerged from World War II to confront a serious domestic crisis. This emergency arose out of the need to cope with a rapid demobilization and massive readjustment.

The largest military force in U.S. history was encamped all over the world clamoring for quick discharge and for jobs, houses, and education for its members on their return. Mindful of the upheaval, unemployment, and bonus marches that followed the First World War, there was widespread fear about the potentially explosive reaction of some 15 million World War II veterans whose lives had been uprooted in a long, farflung, and disruptive war. That the transition to peacetime was accomplished relatively quickly and painlessly is in large measure a tribute to a unique piece of legislation—the GI Bill of Rights, one of the most effective weapons for peace that was ever forged on the anvil of war.

Exactly 16 days after D-Day, when U.S. Armed Forces made history with the sword, President Roosevelt made another kind of history with the stroke of his pen. On June 22, 1944, he signed the GI Bill of Rights and gave a generation of young fighting men the opportunity they needed to help build a better America.

This year marks the 20th anniversary of the birth of this historic example of long-range planning, which has been compared with the Morrill Act creating land-grant colleges, the Monroe Doctrine, and the Marshall Plan.

What was the GI Bill of Rights, actually titled "The Servicemen's Readjustment Act of 1944"? It provided for loans, education, training, and readjustment allowances for veterans, for expanded medical services, and for greatly increased and improved employment services.

Education and Training.—Monthly subsistence checks ranging from $64 to $120 supported veterans as fulltime students while Uncle Sam paid tuition and school costs up to $500 per year. At least 1 year of education was granted to all eligible veterans.

Loans.—VA guaranteed or insured a portion of loans at a stipulated interest rate ($2,000 loan maximum at 4 percent, originally). Loans could be used for purchase of a home, farm, or business.

Readjustment Allowances.—Through State unemployment insurance systems, VA paid $20 a week to totally jobless veterans up to a maximum of 52 weeks.

Employment.—The GI Bill continued the policy established under the Wagner-Peyser Act of 1933 of having Veterans Employment Representatives within the U.S. Employment Service. But it kept the Veterans Administration in the employment picture by creating a Veterans Placement Service Board for the purpose of cooperating with and assisting the U.S. Employment Service. (In 1948, the Board was abolished and its functions were transferred to the Secretary of Labor and, by his delegation, to the Chief of the Veterans Employment Service.)

Other Provisions.—VA obtained important wartime priorities to help expand its hospitals to meet the prospective high demand for beds. The Bill made certain that veterans' claims would be promptly filed and processed. It also directed the then War and Navy Departments to review discharges carefully, since they were the key to GI Bill benefits.

From this vantage point in time, the GI Bill is obviously one of those relative rarities in government—an almost unqualified success. Yet, it did not "just happen." It was at least 2½ years in the making. Into it went more than 600 separate House and Senate bills, days and nights of committee deliberations, and congressional debate, plus steady and forceful pressure from enlightened leaders of veterans' organizations.

There were those who scoffed at the
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cent exhausted their benefit rights. Some
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Instead, they raised the intellectual level o

President Franklin D. Roosevelt signs the Servicemen
House, June 22, 1944. Left to right: Sen. Bennett
E. Rankin, Miss.; Rep. Paul Cunningham, Iowa; Fr
Mass.; Sen. Walter F. George, Ga.; John Stelle, N
Wagner, N.Y.; and Sen. Alben W. Barkley, Ky.

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FDR Memorial Library photo.

**Readjustment Act of 1944 (the GI Bill) at the White
amp Clark, Md.; Rep. A. Leonard Allen, La.; Rep. John
Sullivan, American Legion; Rep. Edith Nourse Rogers,
nal Commander of the American Legion; Sen. Robert F.**

t GI homes would be a haven for "dead
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o the men and women of our Armed Forces
t them down."

The feeling was mutual. Veterans certainly did not intend to let America down. Here is a rundown on their GI Bill record after 20 years.

1. Under the education and training provisions of the bill, 7 million veterans—nearly half of all who served during the war—received training. With well over 2 million in colleges and another 3 million in other schools, veterans filled every nook and corner of the dormitories, laboratories, and classrooms. They attended classes at 19,000 trade and technical schools, and quonset huts dotted 2,600 campuses from the University of Maine to the University of Southern California.

About 1 million veterans increased their skills in on-the-job training, and about 700,000 learned the newest agricultural techniques in on-the-farm training.

Today we are a far stronger Nation for the infusion of the manpower skills gained through the GI Bill: 450,000 engineers; 180,000 doctors, dentists, and nurses; 360,000 school teachers; 150,000 scientists; 243,000 accountants; 107,000 lawyers; 36,000 clergymen; 17,000 writers; 711,000 mechanics; 383,000 construction workers; 288,000 metalworkers; 138,000 electricians; and the almost 700,000 who trained for business and executive careers.

Altogether, it was the largest program of mass adult education and training ever undertaken at bargain rates. The $14.5 billion cost has been recouped many times by the Nation. The GI Bill continues to pay for itself at close to $1 billion a year in just the additional income tax paid by better-educated, higher-earning veterans.

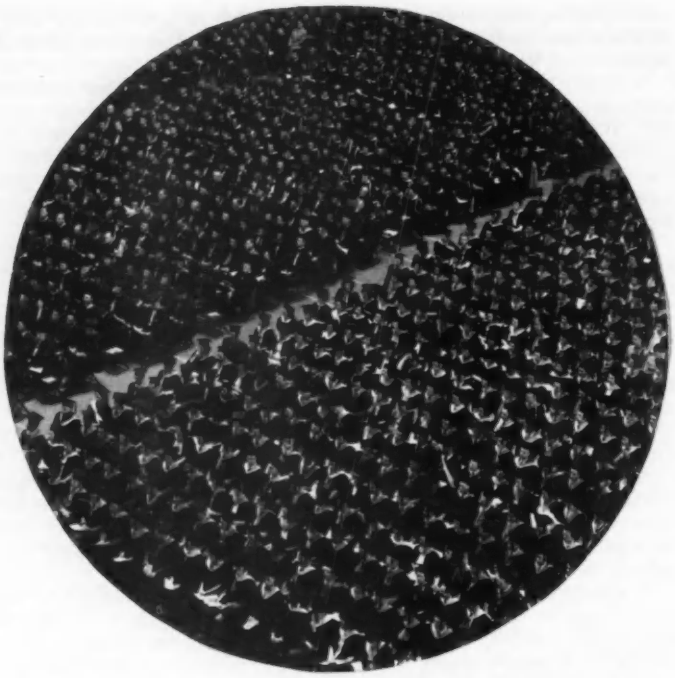
2. Also markedly beneficial have been the long-range effects of the loan program. Structural evidence dots the countryside. One out of every five homes built since the end of World War II was financed with a GI loan. As someone said, the landscape architect of postwar America has been the VA loan guaranty officer.

More than 5 million World War II veterans were granted VA home, farm, or business loans totaling over $43 billion. The almost 5 million home loans in this total helped touch off a postwar housing boom that turned Americans into a nation of homeowners. This infusion of credit, of course, also resulted in an enormous stimulus to our national economy. Purchases of new housing were soon followed by purchases of furniture, appliances, and cars. School construction and other public works were not far behind, as the new suburban communities mushroomed. (These are communities with good credit ratings, it might be said, for more than a third of the GI loans are paid in full.)

3. Though often under fire, the readjustment allowance program helped tide nearly 9 million veterans through the initial period while they looked for jobs. The average stay on the rolls was only 19 weeks, and at a total cost of $3.8 billion. Only 900,000 veterans, about 1 out of 10, exhausted their full rights to unemployment benefits.

The program was in fact an under-appreciated bulwark against adversity for unemployed veterans. For most individuals, the payments were spread over several periods while they were in the process of changing jobs, trying to find their place in a new world.

4. Millions of veterans skipped school; most of the older, married, and previously employed veterans headed back to their old jobs, or better ones if they could find them. The provision of title IV of the GI Bill for veterans to receive "a maximum of job opportunity in the field of gainful employment" resulted in renewed emphasis on "veterans preference" in the postwar job placement activities of local public employment offices. Immediately following World War II, the readjustment allowance program enabled many veterans to relax and shop around to find suitable civilian employment. Moreover, many of them were without previous experience in civilian jobs. As a result, in 1946 veterans accounted for 70 percent of the job applications but only 53 percent of



Commencement exercises in the postwar years graduated recordbreaking classes with a preponderance of veterans.

the nonfarm placements of men. In 1947, veterans accounted for about 52 percent of both. Since that time, veterans have consistently accounted for a higher proportion of job placements of men than of new applications filed by male jobseekers. In 1963, the proportions were 30 and 23 percent, respectively. Since the end of World War II, veterans referred to employers by the public employment offices were hired to fill an average of about 1,400,000 jobs annually.

Value of the Bill

One government official evaluated the GI Bill by paraphasing Winston Churchill. "Never before," he said, "has so much been done for so many for so little."

A leading industrialist, who knew a good investment when he saw one, agreed. Said Henry Ford II: "The GI Bill of Rights has contributed importantly to the strength of our country and to the well-being of all our citizens. The cost of this program can be counted in dollars, but there is no way to set a value on the far-reaching influence for good it has exerted on the course of our national life.

"Millions of veterans, who otherwise might not have had the opportunity, have been enabled to enter college or to complete specialized training. . . . The Nation gains by having created a great new source from which to draw its leaders."

Applicable to Present

Since the past is also prologue, the lessons of the GI Bill have great value for the contemporary scene. In his message to Congress outlining plans for a war on poverty, President Johnson pointed out that if annual earnings of $10 million among the poor could be raised by only $1,000, it would add $14 billion a year to the national output; reduce the $4 billion in public assistance payments; and lower the costs of fighting crime, delinquency, disease, and hunger.

"Our history has proved," President Johnson said, "that each time we broaden the base of abundance, giving more people the chance to produce and consume, we create new industry, higher production, increased earnings, and better income for all."

The GI Bill is an excellent example of the wisdom of his words. Born out of history's biggest demobilization and readjustment, it acted as a timely ounce of prevention that continues to pay off as a long-term investment in economic opportunity for millions of Americans.

Jackpot!

An order from the U.S. Fish and Wildlife Service requested a part-time guard to stand watch (mostly nights and weekends) aboard the research fishing vessel when berthed in Gloucester, Mass. We were asked by the hiring officer to refer (in batches of four) only veterans for interview and written test. The first group of veterans referred failed to qualify on the written test.

Profiting by experience, we became more selective—but we now had the additional request for a disabled veteran "if you have one, please." Many attempts to contact the local veterans' organizations by telephone met with failure. Operating on the theory "nothing ventured, nothing gained," we visited the American Legion down the street, made known the reason for the visit, hurriedly returned to the office, and waited for the influx of applicants! We were "mobbed" by one stalwart soul!

Results were a long time in coming, but when we were notified of the hire, we had hit the jackpot! It was our American Legion member—a World War I disabled veteran who was both a handicapped and older worker, 65 years old. How timely for us, for this happened in the month of May—Senior Citizens Month!

—Gloucest, Mass. local office.

Placement Services for Veterans in New York City

STOWELL W. ARMSTRONG

Efficient operations and specialized offices, staffed with Veterans Employment Representatives in each office, are helping the New York State Employment Service meet the problems of serving New York City's many veteran applicants.

Anyone looking for a job through the State Employment Service in the City—veteran or nonveteran—doesn't go to just any placement office. He goes to the office which specializes in his particular occupation.

For a number of years, the New York City placement offices have been organized by occupation and by industry. There are Industrial Offices, Service Industries Offices, Office Personnel Placement Centers, Sales and Merchandising Offices, Apparel Industries Offices, Household Offices, and a Professional Placement Center.

With some exceptions, the operations of each office are organized according to industry. The exceptions are occupations which are "centralized" in particular occupational units, usually because the skills required in these occupations cut across industry lines. Examples are tool and die makers, cabinetmakers, and auto mechanics. Similarly, in the largest of the city's three Industrial Offices, there is a whole section handling orders and placements of experienced shipping and receiving men.

In contrast, the Hotel Section of the Manhattan Service Industries Office covers all occupations in the hotel industry—including accountants and stenographers, stationary engineers and electricians, chefs, cooks, waiters, busboys, painters, receiving clerks, and others.

The Professional Placement Center, although it has a Nurse and Medical Section, is not organized by industry, since most professional occupations cross industry lines. Other offices are a combination of industrial and occupational organization.

A Senior Veterans Employment Representative (VER), usually of supervisor grade, is responsible for the veterans program in each of these offices. He is, in effect, a special assistant to the office manager, with liaison to other offices and organizations concerned with veterans' affairs. In most offices, he also works on other programs or special assignments. The senior VER has access to all active orders and applicant files in the office. When necessary, he reroutes veterans to appropriate interviewers or to Section Veterans Representatives. He instructs part-time Veterans Representatives in the operating units and gives information on "service to veterans" to all staff members.

In the past, the Senior VER was often thought of as the person to whom veterans could be referred "to be taken care of" when the employment interviewers had not been able to refer or place them. This concept evolved just after World War II when it was customary for the Senior VER to search the files for appropriate openings and make telephone solicitations and employer visits in order to refer veterans for employment. The development of office specialization changed this.

When each placement office handled all occupations, the Veterans Representative could serve jobseekers with varied qualifications and backgrounds, without referring them to other offices. Now the work of the Veterans Representative is different because he must operate within the framework of the specialized office, but he must keep informed about job possibilities in other offices, too. Furthermore, employment interviewers in the office provide the contact with the employers they serve. The Senior VER or other Veterans Representative may use the orders in the office for referral and prior telephoning, but only at the option of the interviewer handling the account. Also, the Senior VER has no private list of employers. The specialization of the placement offices in New York City has resulted in a considerable change in the role of the VER's by reducing the direct contact between Veteran Representatives and employers.

In New York City, the Senior VER observers the service to veterans at reception points, reviews application cards of veterans interviewed, and studies the closed orders. His re-

Stowell W. Armstrong is Senior Veterans Representative, New York State Employment Service.

Senior Veterans Representative Stowell W. Armstrong (right) interviews a veteran at the Manhattan Industrial Office, New York City.

sponsibility is to make sure veterans are getting the full service to which they are entitled. Accordingly, his concern is with such questions as: Are all possible efforts being made to place veterans? Is the counseling effective? Is adequate labor market information being given to applicants? Is total preference being given to disabled veterans as required by law and State policy?

The Federal Veterans Employment Service for New York State has been extremely helpful in guidance and support of the veterans program in the New York City offices.

New York City is perhaps unique in attracting jobless veterans as well as other unemployed people from all parts of the country and from other lands under our flag. Veterans come from other cities and States, especially from the South, and from midwestern industrial centers during times of heavy layoffs. Veterans who cannot speak English, having served only in Puerto Rico or Panama during World War II, also come to New York to seek employment.

But employment is not their only problem. Many need other kinds of help. For example, counseling and medical and legal assistance to veterans can be obtained from the U.S. Veterans Administration regional office, the New York City Veterans Center, and several offices and service points of the New York State Division of Veterans Affairs. In addition, the American Legion, Veterans of Foreign Wars, AMVETS, Jewish and Catholic War Veterans offer help to the veteran, such as counseling on legal rights, assisting with city housing applications, giving preliminary job advice, and help in filing various claims.

All these agencies and organizations refer veterans to the New York State Employment Service for jobs. Therefore, the veterans' organizations' service officers must be kept informed about which occupations are handled by each of the specialized offices so that veterans will be referred to the appropriate office immediately.

Special efforts are made in all offices to serve veterans with service-connected disabilities or recent hospitalization who are referred by the Veterans Administration offices or by a half dozen VA hospitals. Many come from the mental hospitals near New York City. There are some continuing problems still to be worked out cooperatively. One of these is the need for medical information regarding work limitations in each case.

Veteran placement—like other placement problems—is strongly affected by at least three factors. First is the need to serve very large numbers of applicants. Three of the New York City offices have a monthly average of more than 30,000 applicants each, including from 700 to 5,000 veterans. Most applicants come into the office between 8:30 a.m. and 1 p.m. Second, the many recent arrivals—including veterans—from other areas require special and time-consuming attention. Third, there are especially difficult problems in placing veterans whose significant work experience is in industries that are not active locally.

But it should be recognized that these are factors which affect the placement of nonveterans as well as veterans. The New York State Employment Service aims to provide the best possible service for both.

RESTORED PSYCHIATRIC PATIENT

(*Continued from page 10*)

the point where they can live outside the hospital but are not yet ready for competitive employment. Transitional work experiences in the form of rehabilitation centers or sheltered workshops where good work habits can be learned and usable skills acquired are very valuable. More facilities of this type are badly needed.

Crucial to a successful vocational rehabilitation endeavor are effective interagency coordination and cooperation. It is surprisingly easy for a client to become discouraged and "fall between the cracks" as he is referred back and forth among the various agencies. Locally,[1] we feel very fortunate in having achieved good working relationships among the hospital, the VA Vocational Rehabilitation and Education Division, the Employment Service, and the State Division of Vocational Rehabilitation. In order to encourage and stimulate local cooperation and to deal with interagency issues at the regional level, representatives of each of these agencies in northern California have formed an Interagency Committee on Vocational Rehabilitation which meets periodically. The committee has for several years organized annual conferences at which rehabilitation counselors from DVR, VER's and special placement interviewers from the Employment Service, and counselors and psychologists from the VA get together for day-long sessions of talks and workshops. This has proved to be a useful technique for bringing the agency personnel closer together for the purpose of providing a more effective, coordinated service to veterans.

The area of community and employer acceptance remains a big challenge. Considerable advances have been made by public educational campaigns in dispelling some of the grosser misconceptions about the mentally disturbed, but employers share with the general public many anxieties in dealing with people identified as ex-mental patients. The employer's acceptance is still tempered by stereotypes of the mentally ill as uncontrolled and dangerous; he tends to respond, as we all do, to the mental image he carries around rather than to the person as he actually is. It has frequently been observed that an employer will rehire a former worker who has suffered a breakdown. Being acquainted with the employee as an individual, the employer is able to respond to him appropriately in terms of what he can actually do rather than as a member of a class of people all having the same characteristics. People differ regardless of the label attached to them. All one can ask is that each be judged on his own merits, a good guideline for everybody engaged in vocational rehabilitation.

The progress of the past will be a prelude to the future if the good work already initiated is carried forward by all of us who play a part in the rehabilitation of the restored mental patient.

[1] *Similar cooperative efforts are discussed in the article on page 17.*

Major Job Centers Share in Prosperity

May marked the 40th month in the strongest economic advance of the four postwar business cycles. Economic activity in the Nation is surging ahead to new record levels. At the end of the first quarter of 1964, the gross national product (GNP)—the measure of total goods and services produced—had reached an unprecedented annual rate of $608.0 billion (seasonally adjusted). In real terms (adjusting for price advances), GNP in the first quarter of 1964 was 16.7 percent above the recession low of the first quarter of 1961.

During the 1961–64 period, consumer expenditures have accounted for a major portion of the gain in GNP. Expenditures for personal services have shown the greatest thrust, while increases in expenditures for nondurables—food, clothing, and textiles, among others—have been almost as great. The strong demand for automobiles was also reflected in the expanded production of steel and other primary metals, rubber, and plastics.

Improvements in the Employment Situation

The general advances in production since the beginning of 1961 were accompanied by gradually accelerating uptrends in national employment totals and a moderate overall decline in unemployment. Except for small monthly fluctuations, employment maintained a steady uptrend between 1961–64, advancing 1.1 percent from the first quarter of 1961—the depth of the recession—to the first quarter of 1962, and another 1.0 percent between 1962 and 1963. Over the same 1963–64 period, however, the 2.2 percent rise in employment was nearly double that of the previous year.

Most of the employment increase during the 3 years was in nonmanufacturing—notably service, trade, and government (primarily State and local). Expanded construction activity stimulated the production of building materials and home furnishings. Auto production, now in the third straight year of high output, continued to provide stimulus to industries supplying raw materials, parts, and equipment. Electrical and nonelectrical machinery also shared in the economy's growth.

As a result of these employment advances, unemployment declined considerably since the trough of the recession. In the first quarter of 1961, unemployment reached a high of 4.9 million, or 6.8 percent (seasonally adjusted) of the Nation's civilian labor force.

The greatest drop in unemployment occurred between the first quarters of 1961 and 1962. Fluctuating slightly thereafter, by the first quarter of 1964 unemployment totaled 4.0 million, or 5.4 percent of the labor force (table 1 and chart 1).

In summary, from the trough of the recession to the present, U.S. employment has gained about 3.0 million (seasonally adjusted), more than offsetting the 2.1 million rise in the civilian labor force. Unemployment has dropped correspondingly by 850,000 over the 3-year period. The April 1964 unemployment rate of 5.4 percent is one of the lowest since the late spring of 1960, but still high in terms of the national goals.

Trends in 150 Major Centers

The uptrend in the national economy was also reflected in a general improvement among the 150 major job centers regularly surveyed and classified by the U.S. Employment Service and its affiliated State Services. Major areas with substantial unemployment (groups D, E, and F) declined from an alltime high of 101 in April 1961 to 39 in April 1964 (table 2). Conversely, in April 1964, 17 major employment centers were in a classification denoting relatively tight labor market conditions (group B), whereas no areas were so classified in April 1961.

Chart 1.

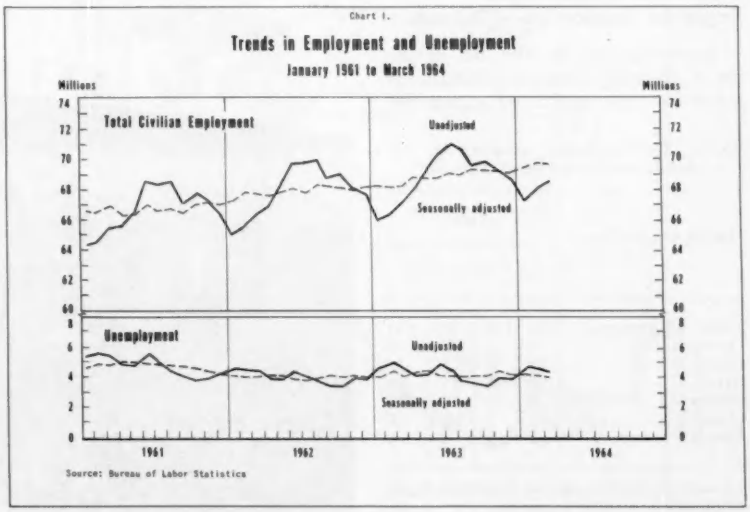


TABLE 1.—*U.S. civilian labor force, employment, and unemployment first quarters 1961–64*

[Thousands]

Item	First quarter seasonally adjusted			
	1964	1963	1962	1961
Civilian labor force	73,754	72,430	71,577	71,656
Employed	69,735	68,247	67,555	66,789
Unemployed	4,019	4,183	4,022	4,866
Unemployment rate	5.4	5.8	5.6	6.8

Source: U.S. Bureau of Labor Statistics.

Of the 62 areas which moved out of the substantial unemployment listing, nearly two-thirds (39) shifted during the first year of the recovery, responding quickly to the upsurge of the economy. These were primarily centers with significant employment in durable goods industries which had registered the largest declines during the recession months. After the first year's impetus, recovery in areas with less diversified economies proceeded at a slower pace. Fifteen areas were dropped from the substantial unemployment group in the second year and eight in the third. By the end of the third year, areas still remaining in substantial unemployment categories included those with long-term high unemployment due to technological changes and other chronic problems.

Major Job Centers With Improved Economies—1961–64

Improvements in the 62 major areas shifting from substantial to moderate unemployment categories during the 3-year period resulted from gains in a wide variety of locally important industries. The largest relative employment advances were registered in Detroit, Los Angeles-Long Beach, San Francisco-Oakland, and San Jose. Other major job centers with significant employment gains were Chicago, Flint, Kansas City, New Orleans, San Bernadino-Riverside-Ontario, and St. Louis. In these 10 areas, as in the remaining 52 areas which moved out of the substantial to the moderate unemployment category during the period, the gains in total employment were centered primarily in the nonmanufacturing sector. This reflected the continuing national uptrend in service, trade, and government, together with smaller gains in construction and transportation-communications-utilities. Gains in manufacturing, hower, were also significant in these areas.

TABLE 2.—*Classification summary in 150 major labor market areas April 1961–64*

Labor supply group	April			
	1964	1963	1962	1961
Total, all groups	150	150	150	150
Group A	0	0	0	0
Group B	17	8	3	0
Group C	94	95	85	49
Group D	26	33	47	70
Group E	11	9	10	18
Group F	2	5	5	13

Source: USES, based on data from State employment security agencies.

Labor market developments in the four major job centers with greatest total employment gains during the past 3 years are indicative of the variety of influences in the Nation's employment advance during the present period of economic growth.

Detroit.—Employment has risen by close to 140,000 since the spring of 1961, nearly two-thirds in manufacturing. Record auto production through the period has made a major impact upon the employment levels in the area. Transportation equipment alone advanced by 70,000, while advances of several thousand have occurred in each of the other leading area factory industries whose output is dependent, to a great degree, upon developments in the auto industry.

Over the year, most area industries have continued to trend upwards. In the durables sector, primary and fabricated metals supplemented sizable advances in autos. Among the nondurable goods industries, textiles and apparel advanced slightly, offsetting small losses in other soft goods industries.

Los Angeles-Long Beach.—Employment has advanced by more than one-quarter of a million over the past 3 years, about one-third in manufacturing. The greatest upsurge in manufacturing employment was in the durables industries which advanced by about 75,000 over the period, with the largest single gain in

ordnance (space age weaponry). In addition, significant increase in electrical machinery and nonelectrical machinery was related in many respects to research and production of aerospace hardware.

Over the last year, however, a leveling off in defense production has reduced employment in the electrical machinery industry to about the number recorded at the beginning of 1962. Aircraft employment has also experienced cutbacks in recent months due to contract completions and plant transfers. Ordnance employment, however, has continued its uptrend.

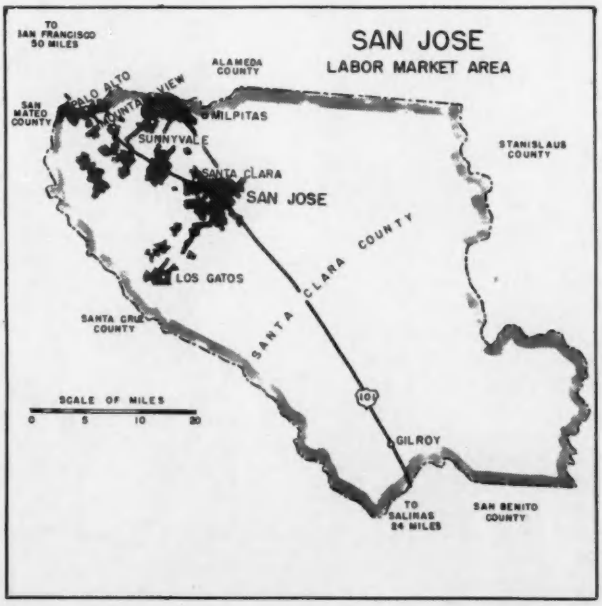
San Francisco-Oakland.—Since the spring of 1961, total employment has advanced by almost 90,000, primarily in nonmanufacturing activities. Factory gains were smaller, however, with largest advances in transportation equipment (autos) and electrical machinery, as these two industries have expanded in response to increases in consumer demand. Stone-clay-glass, whose output is closely linked to demands in construction and food canning, advanced slightly, but cutbacks in primary metals, chemicals, and petroleum have been largely responsible for the overall limited advance in manufacturing over the period.

Over the past year, only small further pickups have appeared in manufacturing employment. Gains in autos and aircraft in the transportation equpiment segment offset shipbuilding declines. Electrical machinery was slightly lower over the year because of losses in electrical transmission equipment, communication equipment, and electronic components, beginning late in 1963.

San Jose.—Total employment has advanced by more than 50,000 since 1961, with manufacturing responsible for about one-quarter of the gain. Electrical machinery accounts for the largest overall increase in area factory employment, with smaller advances in ordnance and nonelectrical machinery. Further gains were general throughout the remaining durable and nondurable goods industries. No significant cutbacks occurred over the 3-year period in any of the locally important area industries.

During the past year, a small further rise in manufacturing was shared about equally by durables and nondurables. Electrical machinery continued its uptrend, while increases also occurred in fabricated metals. However, transportation equipment and food products had minor cutbacks.

In some 30 of the remaining areas in this group of 62 job centers, including such major auto and aircraft centers as Bridgeport, Cleveland, and Fort Wayne, transportation equipment gains were important in the employment uptrend. About 20 fabricated metals centers, including Chicago, Grand Rapids, and Rockford, and 18 primary metals centers, including Baltimore, Gary-Hammond-East Chicago, Steubenville-Weirton, and Youngstown-Warren, cited these industries as largely responsible for the current economic upsurge. Some 14 electrical machinery centers, in-



cluding Bridgeport and Syracuse, along with 18 nonelectrical machinery centers, including Albany-Schenectady-Troy, and Peoria, are participating in the significant employment rise in the machinery group.

Nondurable goods industries were responsible for significant advances in a number of areas during the period. Gains in chemicals were important in six areas, including Asheville, N.C., Baton Rouge, and Wilmington, while food processing accounted for a portion of the advance in seven areas, including Baltimore and Tampa-St. Petersburg. Additional nondurable goods industries partially responsible for employment advances in one or more of these 62 areas included rubber and plastics, furniture, printing and publishing, and stone-clay-glass.

17 Major Centers in Low Unemployment Category (Group B)

In contrast with April 1961, when no areas were classified as areas of low unemployment (group B), 17 areas were so classified by the Department of Labor in April 1964:

Little Rock, Ark.
Washington, D.C.
Jacksonville, Fla.
Davenport-Rock Island-Moline, Ill.
Cedar Rapids, Iowa
Des Moines, Iowa
Flint, Mich.
Lansing, Mich.
Saginaw, Mich.
Rochester, N.Y.
Charlotte, N.C.
Greensboro-High Point, N.C.
Newport News-Hampton, Va.
Norfolk-Portsmouth, Va.
Richmond, Va.
Roanoke, Va.
Madison, Wis.

The bulk of the shifts into this category occurred over the past year.

Major areas may shift from the moderate (group C) to the low unemployment (group B) category as a result of seasonal advances alone or because of further industrial growth. In the 17 major areas currently in the low unemployment category, seasonal and nonseasonal advances contribute to overall labor market improvements.

Most areas shared in increased production of durable goods, with significant gains in transportation equipment (Flint, Lansing, Newport News-Hampton), fabricated metals (Flint, Roanoke), nonelectrical machinery (Cedar Rapids, Davenport-Rock Island-Moline, and Saginaw). Chemicals accounted for employment increases in Charlotte, Greensboro-High Point, and Richmond, while other nondurables contributed to improvements in other areas. Advances in nonmanufacturing employment in most areas were paced by service, government, and trade, with smaller additions in construction and transportation-communications-utilities.

Outlook

Despite advances in the economy to new levels of production and employment, an unemployment rate of 5.4 percent indicates serious dislocations in the Nation's labor markets. Chronic unemployment in many areas presses for priority treatment. The continued growth in the labor force and displacements resulting from technological advances and industrial change must be more than offset by the creation of new jobs if unemployment is to be brought down to an acceptable rate.

The outlook for the remainder of 1964 is expected to be influenced by the stimulating impact of the recent income tax cut on consumer demand. However, uncertainties caused by defense readjustments may have serious local effects.

—LIONEL FERNANDEZ *and* FERNAND P. GUAY, *U.S. Employment Service.*

PROJECT CAUSE

Because of the urgent need for new employment service counselors, particularly for helping jobless youth, a BES special project--Counselor Advisor University Summer Education (CAUSE)--has been set up to recruit, select, and train 2,000 persons as candidates for counselor aides and youth advisors. An intensive 8- to 10-week training course for recent college graduates, Peace Corps returnees, and other qualified persons is being given at some 25 universities this summer. The curriculum was developed by a committee of government and education experts. The training has been approved under MDTA, and pays educational, transportation, and subsistence costs (up to $35 a week for room and board) for the trainees.

A special project staff, in the office of the BES Administrator, will manage all aspects of the CAUSE project.

BES Administrator Robert C. Goodwin pointed out that the project has top priority, and has urged the State agencies to plan ahead for their new counselor needs and to work with State merit system personnel so that new staff can be brought into State service promptly.

CED SURVEY REPORT

The recently completed 1963 Final Report of Community Employment Program Developments Survey summarizes State ES participation in community employment development (CED) programs throughout the Nation. The survey reveals the burgeoning role of local ES offices as community manpower service centers, and the growing community recognition of ES contributions to strengthening the local economy. Of the 4,229 CED groups represented in the survey, 3,926 worked closely with local ES offices. New trends were noted in the survey. There are greater coordination and consolidation among development groups, especially on an intrastate, several-county basis. This action has resulted in better returns for development funds and time and efforts expended, and is replacing unnecessary competition with cooperation.

OPEN LETTER TO 1964 GRADUATES

On May 4, Secretary of Labor W. Willard Wirtz released an Open Letter to the College Graduates of 1964, offering hope and encouragement along with specific occupational information to the new crop of graduates embarking on careers. The graduates were told that the demand for scientific and technical manpower continues strong, and that opportunities also are especially good for those seeking careers as accountants, statisticians, and teachers. Detailed information about jobs is provided for new careerists in a Job Outlook section of the letter which covers fields fields that range from engineering to earth sciences, from business to the performing arts.

The Secretary stressed the value of a college education. "College graduates," he said, "on the whole, have the lowest unemployment rates in the work force and the highest lifetime earnings. And, increasingly, the diploma is a necessary visa to promotion opportunity and job security."

NEW USES PUBLICATIONS

The new USES handbook Local Office Organization, developed in cooperation with State agencies, has been used at the meetings held in the series on that subject and has been distributed to all States. Compared with the present chapter 5000, part I, of the ES Manual, the handbook reflects the change in Bureau policy concerning separation of ES and UI functions and the concept of local office organization on an industrial occupational basis. A limited number of additional copies are available from the BES national office.

Three new booklets, Pictures of Progress: Equal Opportunity in Oklahoma City, Employment at Your Highest Skill, and Success Story: Will It Be Yours?, cite job opportunities for minority group workers. Each presents pictures and short descriptions of Negroes and other minority workers performing various jobs that include occupations from which they usually have been excluded in the past. The booklets are intended to show minority youth and their parents, teachers, and counselors that opportunities have expanded greatly for minority persons, and to encourage youth to aspire to such jobs. The materials also are designed to show employers that minority workers perform high-level jobs in many industries. USES officials suggest that the booklets be used as models for similar materials to be developed in each State.

A new illustrated pamphlet, Meeting the Challenge of Changing Skills, is a popular interpretation of MDTA in action. It presents the ES role in its operations and shows how MDTA functions and the human side of its accomplishments. Copies are for sale at 20 cents each by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402

New Opportunities Ahead for Coin-Machine Repairmen

The vending machine business in the Los Angeles area has doubled in the last 5 years. Employment opportunities for coin-machine repairmen have multiplied as more food, beverages, and cigarettes are purchased automatically. The industry outlook is for continued expansion and increased diversity of products and services sold and types of machines used. Currently, the industry is divided into two groups—merchandising and amusement vending. Though these operations have been largely independent so far, the trend is toward integration.

Coin-machine repairmen are employed by equipment dealers who buy and sell machines, by owner-operators, and by independent repair shops servicing small operators. Generally, the locally franchised soft-drink bottlers maintain their own repair forces. Most automatic vending firms in the Los Angeles area are small, employing fewer than 10 persons. Constant operation and increasing complexity of vending machines make the coin-machine repairman a key industry employee.

Job Duties

The coin-machine repairman usually specializes in one type of unit, such as juke boxes, games, or merchandise. He is expected to diagnose machine trouble quickly and accurately, and to disassemble, assemble, and adjust mechanical components, circuits, and liquid piping systems. In his tool kit are test lamps, ammeters, and ohmmeters to check for electrical trouble; pressure gauges and thermometers to test the refrigeration system and water heater; and measuring cups to determine if the machine is delivering the correct proportions of coffee and soft drink ingredients. He also uses wrenches, screwdrivers, sockets, hammers, punches, and other hand tools in making repairs, combining some of the skills of the mechanic, electrician, and plumber. The ability to read blueprints and other technical illustrations and to trace electrical circuits is essential, since he will frequently be guided by manufacturers' parts lists, diagrams, and repair manuals. In working on food, beverage, or cigarette machines, there must be rigid adherence to health codes and sanitation procedures.

To maximize machine operation time, the repairman must make as many repairs as possible at the vending location. Therefore, self-reliance and personal judgment are necessary. As with most mechanics, coin-machine repairmen in Los Angeles supply their own tools and testing instruments. A beginner's set of tools costs about $50, and other tools may be added later to meet his needs. A complete set, including gauges, testing equipment, and refrigeration tools, may cost $200.

Repairmen may work at machine installations along established routes, solely in the firm's repair shop, or may alternate between shop and field.

Working conditions in the operator's shop are generally pleasant, but field repairmen may have to work in cramped quarters where pedestrian traffic is heavy. Workers may have to lift, tug, and push machines weighing between 200 and 700 pounds, although repairmen usually have tailgate lifts and other moving devices to help them.

Wages and Hours

Wage rates for fully qualified repairmen in Los Angeles in mid-1963 ranged from $3 to $3.50 an hour, although a few highly skilled workers earned over $5 an hour. At the "experienced" level, hourly rates varied from $2.50 to $2.90, while trainees received $1.85 to $2.35 per hour. The workweek in the Los Angeles area consists of five 8-hour days, with time-and-a-half for overtime. However, except for smaller firms, over-

A $3 Billion Industry

Coin-operated vending machines are among the more rapidly growing phases of retailing. Goods and services dispensed by machines have extended from coffee, cigarettes, and soft drinks to laminating, tube testing, and carwashing. According to the Small Business Administration, machine merchandise sales were in the neighborhood of $3 billion in 1963 and have been increasing by approximately 10 percent annually. The industry estimates that about half of the sales volume is in food and beverages and the remainder mainly in cigarettes. The outlook is for continued expansion especially in automatic food servicing for industrial plants, hospitals, and schools.

While this growth will displace workers in some food service and distributive occupations, it will also create job opportunities for skilled and semiskilled coin-machine servicemen and repairmen. Since a large part of a typical firm's capital is invested in machines, the success of a company's automatic vending operations largely depends on the talents of its repairmen. As the numbers and types of machines in operation continue to increase, it is expected that employers will need more skilled and semiskilled workers to solve a rising variety of repair and maintenance problems.

Recognition of the growing need for coin-machine repairmen is reflected in programs conducted by the U.S. Employment Service and affiliated State agencies. Research is underway to develop a specific aptitude test battery for coin-machine repairmen. By the end of 1963, training for about 150 coin-machine repairmen had been approved under the provisions of the Manpower Development and Training Act.

The results of a California State Department of Employment study of job opportunities and occupational outlook for such workers in the Los Angeles area are outlined in this article. Copies of the occupational guide, entitled "Coin-Machine Repairmen," which was based on this study, are available on request to the California Department of Employment, 800 Capitol Avenue, Sacramento. Other sources of information on the vending machine industry are "Automatic Merchandising," prepared by the Small Business Administration, Washington, D.C., which contains an extensive bibliography of literature in the field, and "The Automatic Vending Machine Industry, Its Growth and Development," prepared by the U.S. Department of Commerce.

(*Continued from page 35*)

time is infrequent. Los Angeles repairmen are not generally unionized, except in the large food-vending establishments. Contracts between these few large operators and the unions specify differential pay of 10 cents per hour for work between 6 p.m. and 6 a.m., seven paid holidays each year, and paid vacations. Other fringe benefits include health and welfare plans, life insurance, and retirement benefits.

Entrance Requirements

Employers in the Los Angeles area prefer jobseekers with a high school diploma, demonstrated mechanical aptitude, and the ability to estimate repair costs. Training is largely on the job, but many courses in vocational education schools are useful, especially reading schematics and pictorial prints, coin-handling equipment, electrical and electronic theory, refrigeration, silver soldering, brazing, light welding, sanitation procedures, municipal health codes, customer relations, and cost estimating. Graduates of 2-year courses in automatic vending machine repair at a technical college in Los Angeles may qualify as "experienced" workers.

Classes under the Manpower Development and Training Act are currently providing qualified students in Los Angeles with a year's instruction in vending machine repair.

Physical requirements include general good health and the capacity to lift heavy and bulky objects. Good color perception is also essential, since many machines have color-coded electrical circuits.

Employment Outlook

Although still small, the industry is growing and is expected to offer more employment opportunities each year. The California agency reports most new jobs in the Los Angeles area result from expansion. While the small size of most firms tends to limit advancement of repairmen to supervisory positions, those with ability—and capital—can start their own businesses. Industry leaders predict continued growth in the years ahead as machinery improvements make possible more diversified automatic retailing of goods and services. Supermarket, drug, and variety chains, as well as department stores and gasoline stations, are becoming more interested in the automatic vending of their products. Food servicing, perhaps one of the most promising new dimensions of automatic vending, offers expansion potentialities in the future and will present new challenges and opportunities to vending operators—and their skilled and semi-skilled repairmen.

Employment Service Review

The Unemployed Farm Laborer

The hired farmworker is subject to frequent spells of unemployment—some of long duration, according to a special study conducted by the Bureau of Labor Statistics. During 1962, nearly 13 percent of the 2.4 million paid farm laborers had 15 or more weeks of unemployment; 7 percent, for 27 or more weeks. In an earlier study by the U.S. Department of Agriculture, 9 percent of the noncasual hired farm-working force reported "unemployed" as their chief activity during 1962.

The BLS study, covering all occupations, points up the more serious situation of the paid farm laborer within the total problem of the long-term unemployed. Although less than 3 percent of the 82 million persons with work experience in 1962 were paid farm laborers, the long-term unemployed in this group accounted for 6 percent of the nearly 5 million workers with 15 or more weeks of unemployment, and 8 percent of the 2 million with 27 or more weeks of joblessness in 1962. Nearly 57 percent of the unemployed paid farm laborers had two or more spells of unemployment, compared with 40 percent of the unemployed in all occupational groups. (Table 1.)

Basically, long-term unemployment among farmworkers is caused by the short, seasonal nature of agricultural activity. Even during the active season, workers lose a great deal of time looking for work because they are obliged to shift from job to job. For most farmworkers, there are several months when they can obtain no agricultural work at all. In 1962, only 18 percent of the paid farm laborers, compared with nearly 54 percent of workers in all occupations, worked primarily at full-time jobs for 50 or more weeks. Among men farm laborers, the proportion was less than 24 percent, as against 64 percent of the men in all occupations. The proportions for women were 3 percent and 37 percent.

About three-fifths of the paid farm laborers had less than 27 weeks of employment compared with about one-fifth of the workers in all occupations.

Also contributing to the high un-

(*Continued on page 40*)

TABLE 2.—*Employment and Unemployment Among Paid Farm Laborers and Workers in All Occupations 1958 through 1962*

[Thousands]

Year	Persons with work experience during year			Workers with unemployment experience during year			Workers with unemployment as percent of all workers	
	Total, all occupations	Paid farm laborers [1]		Total, all occupations	Paid farm laborers [1]		All occupations	Paid farm laborers [1]
		Number	Percent of total		Number	Percent of total		
1962	82,057	2,368	2.9	13,369	624	4.7	16.3	26.4
1961	80,287	2,434	3.0	13,420	562	4.2	16.7	23.1
1960	80,618	2,415	3.0	12,565	578	4.6	15.6	23.9
1959	78,162	2,406	3.1	10,863	499	4.6	13.9	20.7
1958	77,117	2,499	3.2	12,448	566	4.5	16.1	22.6

[1] Persons who reported "paid farm laborers" as their longest job.

Source: Bureau of the Census Current Population Report Series P–50 No. 91 and Bureau of Labor Statistics Special Labor Force Reports Nos. 11, 19, 25, and 38.

TABLE 1.—*Extent of Unemployment Among Paid Farm Laborers and All Persons with Work Experience During 1962*

Extent of unemployment	Percent distribution	
	Paid farm laborers in 1962 [1]	All persons with work experience in 1962
Workers with any unemployment in 1962	100.0	100.0
Year-round workers:		
1–2 weeks	5.9	8.4
Part-year workers:		
1–4 weeks	17.0	22.4
5–10 weeks	17.0	20.6
11–14 weeks	12.2	12.7
15–26 weeks	22.4	20.7
27 or more weeks	25.5	15.1

[1] Persons who reported "paid farm laborer" as their longest job.

Source: *Work Experience of the Population in 1962;* Bureau of Labor Statistics Special Labor Force Report No. 38, January 1964.

Poverty on the Farm

Poverty is widespread among the Nation's farm families; these account for about a sixth of all families with incomes under $3,000. Nearly half of all farm families, compared with less than a fifth of the nonfarm families, had incomes under $3,000 in 1959, according to a recent Census Bureau study. In every region, a greater share of farm than nonfarm families had low incomes. This was particularly true of the North Central region, where 42 percent of the farm families, but only 16 percent of the nonfarm families were in the depressed income category. The highest incidence of farm poverty, 59 percent, was in the South where the median income of all families was the lowest in the country and alternative nonfarm job opportunities are less promising than elsewhere.

Farmworkers Begin Spring Activities

Spring planting lagged in many areas in April 1964, particularly in the Southeast where rains and wet ground delayed normal farm activity. The planting of cotton was held up from Louisiana eastward, but progress was good from Texas to California. The harvest of Valencia oranges was in full swing in Florida. In California the lemon harvest was heavy, the harvest of Valencias was increasing, and the Navel orange harvest was in the cleanup stage. The strawberry harvest was reaching its peak in Louisiana and was also active in Florida, Alabama, Arkansas, and California. Vegetable harvesting was light to moderate in California, and the harvest of tomatoes, potatoes, and watermelons was increasing in Florida.

Hired and family workers on U.S. farms totaled 6.1 million in late April 1964, according to the Department of Agriculture. Regular and seasonal hired workers declined 8 percent from the same period last year to 1.4 million in April. The 4.7 million family workers were 4 percent fewer than in April 1963. The largest regional over-the-year decrease in hired workers was 18 percent in the East North Central Region.

In selected major agricultural areas, State employment security agencies reported an 8 percent increase in seasonal hired farm employment over the year to 380,500 in mid-April. Four-fifths of these workers were in Texas, California, Florida, and North Carolina. Strawberry employment was half again as large as in the preceding April, owing to warm weather and acreage increases in California, the principal producing State.

Nonfarm Placements Rise in April

Nonfarm placements in April, at 541,000, were 13 percent greater than in March, but down about 7 percent from last April, continuing the under-year-ago levels of recent months. Employer visits declined 23 percent, while job cancellations rose 4 percent over the year. In the 55 major metropolitan areas, nonfarm placements totaled 264,000, gaining 7 percent from March but 7 percent less than last year.

Handicapped Placements Rise

Placements of handicapped workers in April, at 26,300, rose 20 percent from March, compared with the overall 13 percent rise. Over the year, placements of the handicapped rose fractionally, in contrast to the general placement decline. The 92,000 placements of veterans gained 17 percent over the month, but dropped 12 percent from last April. However, handicapped veterans fared much better, their placements rising 25 percent from March and 3 percent from a year ago.

All Occupations and Industries Advance in April

Professional and managerial placements rose 4 percent over the month to 21,000, their highest April level. The unskilled category, with 154,000 placements, showed the sharpest gain from March, 22 percent, about usual for this time of year. The 75,000 placements in the semiskilled group reflected a greater-than-seasonal rise of 14 percent. Placements in construction advanced to 41,000, the sharpest industry upswing over the month. The gain of 32 percent, however, was less than usual for March–April.

Emergency hiring after the Alaska earthquake helped to push government placements to a greater-than-seasonal gain of 29 percent. In manufacturing, placements rose 12 percent, also more than seasonal. Placements in the durable goods manufacturing sector, at 57,000, rose 4 percent over the year. In the other industry groups, placements fell somewhat below last year.

Counseling and Testing

In April, 110,000 individuals received 189,000 job counseling interviews, 5 percent fewer persons counseled than a month ago and 4 percent fewer than a year ago. At 215,000, individuals given job tests were 11 percent more than in March but 5 percent fewer than a year ago. A sharp increase in proficiency tests in a number of States was reflected in the overall rise in individuals tested from a month ago. The over-the-year decline in both counseling and testing, as in the previous month, was due to earlier scheduling of the high school program.

Weather Slows April Farm Placements

At 174,000 in April, farm placements lagged 12 percent behind a year ago, with cold and rainy weather this spring contributing to the drop. Largest over-the-year declines occurred in Arkansas, Georgia, and North and South Carolina.

Nonfarm Placements in the United States and in 55 Largest Metropolitan Areas, by Occupation and Industry, April 1964*

Occupation and industry	Nonfarm placements				Percent distribution of nonfarm placements	
	Total United States	Percent change from year ago	Total 55 areas	Percent change from year ago	Total United States	55 areas
Total [1]	541,400	−6.8	263,600	−6.9	100.0	100.0
Occupation:						
Professional and managerial	21,200	+3.7	15,900	+12.3	3.9	6.0
Clerical and sales	75,200	−7.4	39,800	−3.6	13.9	15.1
Service	185,300	−10.0	96,900	−10.8	34.2	36.8
Skilled	31,300	−10.9	14,700	−6.5	5.8	5.6
Semiskilled	74,700	−2.1	33,000	−0.6	13.8	12.5
Unskilled and other	153,700	−5.2	63,500	−9.6	28.4	24.1
Industry:						
Construction	41,300	−10.6	13,500	−6.9	7.6	5.1
Manufacturing	115,100	−1.9	52,700	−1.5	21.3	20.0
Durable goods	56,900	+4.2	27,700	+3.4	10.5	10.5
Nondurable goods	58,200	−7.2	25,000	−6.4	10.7	9.5
Public utilities	15,800	−9.2	6,100	−21.6	2.9	2.3
Trade	121,900	−7.3	58,000	−6.7	22.5	22.0
Service	218,700	−7.8	122,400	−7.8	40.4	46.4
Government	16,100	−5.9	5,600	−10.6	3.0	2.1
Other	12,600	−12.1	5,300	−12.6	2.3	2.1

* Includes Puerto Rico, Guam, and the Virgin Islands.
[1] Items may not add to total due to rounding.

Local Offices Serve Over a Million Veterans in 1963

In carrying out its responsibilities to veterans, as required by law, the Employment Service: (*a*) provides veterans with the maximum of counseling and placement opportunities; (*b*) maintains a program for developing job opportunities for veterans, with special emphasis on disabled veterans; and (*c*) gives priority in selection and referral to qualified veterans over nonveterans, and to disabled veterans over other veterans.

Of the 22.1 million veterans in the population at the end of 1963, 19.6 million were veterans of World War II or the Korean conflict, including about 400,000 women. The average age of the World War II veterans was somewhat over 44 years, while that of the Korean conflict veterans was nearly 33.

Recent labor force data are available only for World War II male veterans. Of the 14.3 million World War II veterans in the civilian noninstitutional population in 1963, some 13.9 million or 97 percent were in the labor force. Among veterans age 35 and 44 the unemployment rate averaged 3 percent in 1963, compared with a nonveteran rate of 6.7 percent. For veterans age 45 to 64, the unemployment rate averaged 3.8 percent in 1963, and for nonveterans, 4 percent.

The differences, particularly in the younger group, probably reflect the higher educational and skill attainments of veterans, particularly as a result of postmilitary education and training acquired under the GI Bill. The median years of school completed by veterans is 12.1, compared with 9.4 by nonveterans. In terms of money income, veterans also enjoy an advantage over nonveterans. In calendar year 1962, the median income of the 35–44 age group of World War II veterans was $6,758 and of nonveterans, $5,644, according to the Bureau of the Census.

During calendar year 1963, the 1.5 million veterans who filed new job applications with public employment offices made up about 23 percent of all men job applicants, while the 1.1 million veteran placements accounted for 30 percent of nonfarm placements of men.

About 112,500, or 8 percent, of the new job applicants among veterans were counseled in 1963.

Handicapped veterans in 1963, with 130,000 new job applications and 102,000 nonfarm placements, accounted for 37 percent of the new job applications and nearly half of the nonfarm placements for all handicapped men.

The greater education and job skills of veterans are also reflected in the type of occupations in which they were placed. Although veterans obtained 30 percent of all nonfarm placements of men in 1963, they accounted for 36 percent of the professional and managerial and 37 percent of the skilled placements of men.

In the first quarter of 1964, some 391,000 veterans filed new job applications in local employment service offices, 11 percent fewer than in the corresponding year-ago quarter. Nonfarm placements of veterans, at 217,400, showed a relatively smaller over-the-year drop of 7 percent. Job applications of veterans constituted about 23 percent, and nonfarm placements about 30 percent, of the corresponding totals for all men.

New job applications of handicapped veterans in first quarter 1964, at 34,100, showed a 5 percent drop from a year ago, while nonfarm placements, at 21,100, represented a 3 percent gain. These job applications accounted for 37 percent, and placements for 47 percent, of the totals for all handicapped men.

—Branch of Labor Market Research Operations, USES.

Nonfarm Placements of Veterans and Nonveterans by Occupational Group in 1963

	Number (000)			Percent distribution		Percent veterans of all men
	Total males	Veterans	Nonveterans	Veterans	Nonveterans	
Total	3,766.5	1,112.5	2,654.0	100.0	100.0	29.5
P&M	92.1	32.7	59.4	2.9	2.2	35.5
C&S	340.9	73.8	267.2	6.6	10.1	21.6
Service	779.4	216.9	562.5	19.5	21.2	27.8
Skilled	339.5	125.0	214.5	11.2	8.1	36.8
Semiskilled	527.0	134.4	392.6	12.1	14.8	25.5
Unskilled	1,687.6	529.7	1,157.9	47.6	43.6	31.4

Unemployed Farm Laborer

(Continued from page 37)

employment rates of hired farmworkers are their personal characteristics. Their tendency to be less educated than other workers hampers their efforts to obtain nonfarm jobs when farmwork is not available. Unusually high proportions of farmworkers are in categories of workers who generally experience more-than-average difficulty in obtaining jobs. In 1962, over a fifth of the farm laborers were nonwhite, compared with about a tenth of all persons with work experience. Whereas about an eighth of the male workers in all occupations were under 18 or over 65 years of age, more than two-fifths of the male farm laborers were in these age groups.

As farm jobs continued downward from 1958 to 1962, unemployment among paid farm laborers worsened. (Table 2.) Also affected by overall unemployment changes, they had more difficulty moving out of agriculture when unemployment was high nationally. Therefore, year-to-year changes in unemployment levels of farmworkers reflected not only cyclical movements but also the long-term increase in unemployment.

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More detailed data are provided monthly in EMPLOYMENT SERVICE STATISTICS, available on request to the U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

Table 1.--Selected Local Office Employment Service Activities, April 1964

	Nonfarm Job Openings		Nonfarm Employer Contacts 2/		New Applications 3/		Counseling Interviews		Placements			
										Nonagricultural		
	Total available openings 1/	Percentage change from year-ago	Total (except mail)	Percentage change from year-ago 4/	Total	Percentage change from year-ago	Total	Percentage change from year-ago 4/	Total agricultural	Total	Percentage change from year-ago	Short-time
Total	938675	-16	256282	-192	872688	-34	188838	-65	173734	541402	-68	180332
Alabama	16578	-68	3170	-108	10961	-72	1956	-102	542	10259	-124	3153
Alaska	3710	1185	576	-5	2126	441	287	-27	5	2415	227	1353
Arizona	13134	-75	4889	-121	10331	22	2471	223	53895	8726	-145	2591
Arkansas	12977	143	2678	-25	11895	-67	2586	-73	1626	10702	130	4334
California	103877	32	21006	-88	120778	-7	19124	-54	13339	60668	15	25129
Colorado	12715	-112	2920	-147	10517	98	3387	608	3721	7776	-94	3484
Connecticut	15914	-65	3072	-135	16704	69	3135	161	523	6864	-206	1415
Delaware	1359	-287	858	-389	1269	248	837	824	423	526	-446	65
Dist. of Col.	9758	-212	1748	-536	5101	-62	2881	347	0	3889	-116	1432
Florida	33651	71	4580	-174	19077	72	3139	30	20489	21086	-52	4607
Georgia	21858	-20	1844	-429	13476	-181	2776	-224	1944	13570	-107	2879
Guam	1318	-135	10	—	70	-186	0	—	0	58	289	0
Hawaii	2873	86	272	-567	3383	-206	544	-22	58	970	-42	53
Idaho	5076	93	1248	184	3500	-110	744	-268	2219	3623	23	1329
Illinois	34034	72	24850	-167	32831	-78	8119	-5	1185	15704	-154	4841
Indiana	19306	81	5841	-249	21618	-73	5118	160	530	8850	-28	1778
Iowa	11721	-35	6867	169	8369	-123	1575	-77	2107	7390	-88	2740
Kansas	12673	-1	3136	-104	7870	-82	2231	90	544	7488	-116	3110
Kentucky	10814	182	1663	-577	13350	94	3370	-163	298	5951	-64	1187
Louisiana	11646	95	2472	-358	10444	-15	2017	-19	514	7754	26	2671
Maine	5450	143	933	-179	5517	-107	1300	-265	35	1377	-83	107
Maryland	13065	-17	3999	-225	15732	136	3366	478	396	8225	-10	1251
Massachusetts	26793	-31	14012	-53	26400	-48	6709	200	851	13275	-38	2208
Michigan	25929	87	5921	-327	43855	-22	4924	-287	733	15168	-36	4495
Minnesota	12920	-45	4668	161	16879	-31	2215	-110	487	6774	-144	1801
Mississippi	12311	-90	3948	-186	9914	-74	3472	-54	346	8453	-128	2307
Missouri	18133	36	3821	-208	18670	-56	4311	95	458	9190	-53	2443
Montana	4187	-49	3031	-185	3809	-155	1245	-242	1915	2620	-21	659
Nebraska	6470	-166	2900	-496	3959	-24	1327	-122	715	4404	-242	2004
Nevada	3991	-207	1015	-58	3834	102	544	-62	765	2570	-266	1000
New Hampshire	3862	134	460	-287	3724	-206	590	-162	18	949	-247	24
New Jersey	27840	4	8557	153	28455	1	4598	31	3250	11865	-29	3139
New Mexico	4681	-178	1831	-153	4524	-12	1136	-257	351	3601	-252	1811
New York	116690	-83	39784	-197	76038	10	20303	120	852	63662	-70	30089
North Carolina	19325	-125	3758	-222	20445	63	4181	-89	5544	11256	-174	1384
North Dakota	4922	-49	804	-324	3329	106	687	-251	577	2246	-163	822
Ohio	31617	-118	5770	-563	40229	-170	5954	-490	4494	17708	-216	7661
Oklahoma	20549	-1	2992	-368	10008	6	2421	-94	252	16437	3	10370
Oregon	9406	86	4948	-77	10556	-62	3078	-156	2150	5940	35	1766
Pennsylvania	35320	-45	16409	-237	47236	-42	15460	-89	5287	20887	-92	5591
Puerto Rico	4566	-95	1133	-375	13459	-102	2701	-217	1271	3095	-148	109
Rhode Island	4938	6	3464	-106	4544	-81	1241	-270	30	2418	-162	386
South Carolina	10079	-79	1047	-321	9774	163	1977	308	2694	6397	-144	1306
South Dakota	6045	20	721	114	2818	22	907	-135	1991	2419	-63	1823
Tennessee	15228	-8	2849	-141	12563	42	3310	-70	973	10143	-85	2060
Texas	68585	13	13465	-77	52298	-105	10028	-163	28686	48416	67	19635
Utah	5263	-153	1743	24	3852	-140	1653	117	158	3736	-147	1140
Vermont	2583	-96	866	-231	2310	-7	867	197	68	1044	-170	131
Virginia	20509	42	1728	-337	11168	-24	3842	-182	861	5729	-41	2115
Virgin Islands	2124	156	117	182	337	1573	45	—	0	183	206	0
Washington	15547	1	4078	-225	14848	-48	3316	-70	3340	7225	-127	2448
West Virginia	3966	-242	1403	-179	7732	132	2334	-69	137	2802	-340	687
Wisconsin	19463	67	2988	-362	16821	-135	3376	-328	216	5605	-253	703
Wyoming	1941	-127	825	-101	1445	-123	329	-220	543	1174	-124	566

1/ Openings on hand at the beginning of month plus openings received during the month.
2/ Represents employer visits and telephone contacts.
3/ Should not be interpreted as a measure of the total number of new job applicants at Employment Service offices, since there are some types of applicants for whom written applications are not taken.
4/ Not computed if State volume for either period was under 50.

Table 2.--Nonagricultural Placements, by Special Applicant Groups
April 1964

State	Total	Women	Persons under 22 years	Persons 45 years and over	Veterans 1/	Handicapped
Total	541,402	217,812	115,317	115,428	91,970	26,341
Alabama	10,259	4,164	2,393	1,792	1,176	240
Alaska	2,415	555	652	368	444	44
Arizona	8,726	3,625	1,692	1,640	1,549	455
Arkansas	10,702	3,493	2,844	2,039	1,642	577
California	60,668	24,191	17,331	12,918	12,010	1,581
Colorado	7,776	1,874	2,071	1,448	1,874	319
Connecticut	6,864	2,932	1,776	1,260	950	448
Delaware	526	228	74	119	63	9
Dist. of Col.	3,889	2,012	648	668	626	243
Florida	21,086	9,326	4,259	4,068	3,475	837
Georgia	13,570	5,379	2,636	2,046	1,619	408
Guam	58	2	22	2	1	0
Hawaii	970	404	328	127	109	54
Idaho	3,623	1,230	1,086	758	642	197
Illinois	15,704	4,946	3,122	2,822	3,784	627
Indiana	8,850	3,424	2,356	1,347	1,416	416
Iowa	7,390	2,026	2,041	1,649	1,751	552
Kansas	7,488	2,003	1,721	1,772	1,720	363
Kentucky	5,951	1,777	1,157	1,280	989	343
Louisiana	7,754	2,870	1,752	1,505	1,282	237
Maine	1,577	677	557	216	197	51
Maryland	8,225	4,009	1,732	1,604	1,167	157
Massachusetts	13,275	6,357	2,720	2,407	1,628	356
Michigan	15,168	5,192	3,373	2,808	2,668	1,032
Minnesota	6,774	2,578	1,691	1,538	1,608	424
Mississippi	8,453	3,595	1,970	1,341	944	252
Missouri	9,190	3,230	2,232	1,662	1,623	500
Montana	2,620	679	632	509	672	175
Nebraska	4,404	940	1,028	1,058	1,217	557
Nevada	2,570	1,042	321	770	663	77
New Hampshire	949	428	242	174	145	59
New Jersey	11,865	6,372	2,082	2,500	1,206	437
New Mexico	3,601	1,134	584	643	713	194
New York	69,662	40,348	9,368	20,848	8,057	3,924
North Carolina	11,856	4,965	2,762	1,360	1,436	434
North Dakota	2,246	732	856	371	341	173
Ohio	17,708	5,269	3,311	4,417	4,169	871
Oklahoma	16,437	3,658	2,480	4,806	4,738	1,513
Oregon	5,940	1,817	1,488	1,352	1,360	295
Pennsylvania	20,887	9,675	4,314	4,863	2,869	1,785
Puerto Rico	3,095	1,472	308	251	132	51
Rhode Island	2,418	1,204	671	508	227	145
South Carolina	6,397	3,066	1,541	1,045	713	196
South Dakota	2,419	548	585	506	639	115
Tennessee	10,143	4,437	2,346	1,430	1,551	449
Texas	48,416	16,055	7,751	11,295	9,201	2,676
Utah	3,736	1,257	1,098	658	873	232
Vermont	1,044	392	299	177	132	48
Virginia	9,729	3,851	2,164	1,441	947	296
Virgin Islands	123	67	37	7	6	2
Washington	7,225	2,202	1,550	1,520	1,613	357
West Virginia	2,802	1,370	706	512	390	135
Wisconsin	5,605	2,447	1,791	951	694	352
Wyoming	1,174	286	272	252	309	71

1/ Includes veterans of all wars.

Table 3.--Nonagricultural Placements, by Industry Division
April 1964

STATE	TOTAL	CONSTRUCTION	MANUFACTURING	WHOLESALE AND RETAIL TRADE	SERVICE		ALL OTHER 1/
					TOTAL	DOMESTIC	
TOTAL	541,402	41,303	115,095	121,867	218,699	123,253	44,438
ALABAMA	10,259	1,312	2,277	1,902	4,309	2,965	459
ALASKA	2,415	193	129	161	226	113	1,706
ARIZONA	8,726	561	799	2,208	4,491	2,197	667
ARKANSAS	10,702	1,253	2,487	2,373	3,840	2,317	749
CALIFORNIA	60,668	2,042	9,958	13,220	31,675	15,170	3,773
COLORADO	7,776	885	695	2,231	2,815	1,646	1,150
CONNECTICUT	6,864	522	1,903	1,703	2,307	1,284	429
DELAWARE	526	73	139	91	199	130	24
DIST OF COL	3,889	114	58	980	2,329	1,643	408
FLORIDA	21,086	2,647	2,909	5,184	8,756	4,849	1,590
GEORGIA	13,570	1,986	3,172	3,142	4,570	3,159	700
GUAM	58	44	2	3	0	0	9
HAWAII	970	209	183	213	234	62	131
IDAHO	3,623	216	615	1,143	1,239	897	410
ILLINOIS	15,704	356	4,611	4,181	5,482	1,864	1,074
INDIANA	8,850	387	2,637	2,388	2,697	1,555	741
IOWA	7,390	738	1,615	2,097	2,139	1,040	801
KANSAS	7,488	1,033	1,311	1,638	2,430	1,613	1,076
KENTUCKY	5,951	327	1,234	961	1,909	1,127	1,520
LOUISIANA	7,754	944	1,119	2,112	2,734	1,827	845
MAINE	1,577	218	683	319	257	114	100
MARYLAND	8,225	980	1,948	2,013	2,878	1,620	406
MASSACHUSETTS	13,275	962	4,246	2,715	4,773	1,288	579
MICHIGAN	15,168	692	4,441	3,443	5,854	2,011	738
MINNESOTA	6,774	276	2,098	1,566	1,790	904	1,044
MISSISSIPPI	8,453	991	2,038	1,572	3,429	2,539	523
MISSOURI	9,190	367	3,040	2,369	2,527	1,232	887
MONTANA	2,620	391	438	603	820	458	368
NEBRASKA	4,404	588	824	1,248	1,092	613	652
NEVADA	2,570	147	137	647	1,349	736	290
NEW HAMPSHIRE	949	86	481	158	160	40	64
NEW JERSEY	11,865	640	3,355	1,789	5,583	3,542	498
NEW MEXICO	3,601	379	198	980	1,642	1,047	402
NEW YORK	69,662	1,487	13,600	11,037	39,917	23,463	3,621
NORTH CAROLINA	11,256	1,742	3,926	1,866	2,986	1,956	736
NORTH DAKOTA	2,246	175	229	672	688	370	482
OHIO	17,708	1,271	4,424	4,959	5,945	3,646	1,109
OKLAHOMA	16,437	1,936	1,463	4,193	7,143	4,323	1,702
OREGON	5,940	351	1,252	1,610	2,107	1,322	620
PENNSYLVANIA	20,887	1,135	7,104	5,065	6,743	3,446	840
PUERTO RICO	3,095	438	1,266	598	425	213	368
RHODE ISLAND	2,418	132	1,109	408	626	376	143
SOUTH CAROLINA	6,397	631	1,964	969	2,503	1,886	330
SOUTH DAKOTA	2,419	313	240	572	694	466	600
TENNESSEE	10,143	836	3,124	2,305	3,338	2,115	540
TEXAS	48,416	5,768	6,888	13,037	18,509	12,225	4,214
UTAH	3,736	252	515	1,047	1,438	639	484
VERMONT	1,044	89	178	197	367	166	213
VIRGINIA	9,729	1,576	1,680	2,372	3,380	2,114	721
VIRGIN ISLANDS	123	23	25	17	34	26	24
WASHINGTON	7,225	234	1,362	1,522	2,494	1,135	1,613
WEST VIRGINIA	2,802	156	539	719	1,132	787	256
WISCONSIN	5,605	132	2,369	1,059	1,226	639	819
WYOMING	1,174	167	58	290	469	338	190

1/ Includes forestry and fishing; mining; transportation, communication, and other public utilities; finance, insurance, and real estate; government; establishments not elsewhere classified.

Table 4.--Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

MARCH 1964 AND MARCH 1963

STATE AND AREA	WORK FORCE Number		UNEMPLOYMENT Number		UNEMPLOYMENT Rate 1/		EMPLOYMENT TOTAL 2/ Number		EMPLOYMENT Nonagricultural Wage and Salary Total		EMPLOYMENT Nonagricultural Wage and Salary Manufacturing	
	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
Total - 150 Areas	46,324.1	45,612.9	2,427.4	2,629.5	xxx	xxx	43,896.7	43,179.4	38,415.2	37,680.8	11,737.9	11,689.4
Alabama												
*Birmingham	243.3	244.0	11.2	13.2	4.6	5.4	232.1	230.8	198.7	198.8	59.2	61.0
*Mobile	119.7	116.9	5.6	5.4	4.7	4.6	114.1	111.5	95.6	93.1	16.8	16.2
Arizona												
*Phoenix	289.7	277.1	13.8	14.8	4.8	5.3	275.9	262.3	223.8	210.7	43.5	40.7
Arkansas												
*Little Rock-North Little Rock	110.0	107.1	2.8	3.7	2.5	3.5	107.2	103.4	90.8	87.0	17.7	16.2
California												
Fresno	146.7	145.1	14.3	14.5	9.7	10.0	132.4	130.6	89.6	86.8	13.4	13.2
Los Angeles-Long Beach	3,180.6	3,096.8	189.4	181.4	6.0	5.9	2,991.2	2,915.4	2,643.7	2,571.0	852.5	854.3
Sacramento	221.0	215.0	13.9	12.8	6.3	6.0	207.1	202.2	183.1	178.7	30.6	31.7
San Bernardino-Riverside-Ontario	306.3	296.3	18.6	19.0	6.1	6.4	287.7	277.3	224.2	213.1	38.7	36.9
San Diego	336.6	335.4	26.6	26.9	7.9	8.0	310.0	308.5	258.0	257.4	52.2	57.7
San Francisco-Oakland	1,288.1	1,255.3	72.3	70.1	5.6	5.6	1,215.8	1,185.2	1,072.5	1,043.0	195.8	195.4
San Jose	311.9	294.4	21.0	19.4	6.7	6.6	290.9	275.0	252.5	238.2	83.6	82.7
Stockton	98.5	98.5	11.2	11.5	11.3	11.6	87.3	87.0	65.0	62.9	12.0	11.6
Colorado												
**Denver	430.5	432.6	16.2	20.5	3.8	4.7	414.3	412.1	357.7	353.7	67.2	67.3
Connecticut												
*Bridgeport	150.4	148.1	8.5	9.1	5.7	6.1	141.9	139.0	128.1	125.3	69.1	67.9
*Hartford	290.1	290.1	12.2	11.5	4.2	4.0	277.9	278.6	252.9	253.6	92.5	94.3
*New Britain	47.0	46.9	2.8	3.1	6.0	6.6	44.2	43.8	40.5	40.0	23.7	23.5
*New Haven	151.8	152.0	7.8	7.2	5.1	4.7	144.0	144.8	127.6	128.5	41.0	44.1
*Stamford	78.5	79.2	3.6	4.1	4.6	5.2	74.9	75.1	62.2	62.4	23.2	24.2
*Waterbury	80.5	80.6	6.0	5.1	7.5	6.3	74.5	75.5	66.5	67.6	36.7	38.2
Delaware												
*Wilmington	181.4	177.7	8.5	8.6	4.7	4.8	172.9	169.1	150.4	145.6	61.1	59.7
District of Columbia												
*Washington	971.1	944.5	21.8	24.5	2.2	2.6	949.3	920.0	847.3	818.3	36.7	36.8
Florida												
*Jacksonville	182.2	181.4	5.1	7.3	2.8	4.0	177.1	174.1	150.0	147.0	20.6	20.4
*Miami 3/	447.3	460.9	26.8	40.2	6.0	8.7	420.5	420.7	336.8	336.3	47.4	47.9
*Tampa-St. Petersburg	287.8	284.0	11.1	13.6	3.9	4.8	276.7	270.4	219.4	212.5	39.7	37.4
Georgia												
*Atlanta	504.9	483.1	13.9	14.9	2.8	3.1	491.0	468.2	432.8	411.1	99.2	93.9
Augusta	80.7	79.9	3.1	3.1	3.8	3.9	77.6	76.8	65.5	64.6	25.3	24.4
Columbus	66.4	65.8	2.5	2.9	3.8	4.4	63.9	62.9	52.5	51.7	17.0	16.8
Macon	74.2	74.2	2.3	2.6	3.2	3.6	71.9	71.6	60.8	60.5	12.1	11.7
*Savannah	68.2	66.5	3.2	3.0	4.7	4.4	65.0	63.5	55.2	53.7	14.5	14.7
Hawaii												
Honolulu	199.8	193.6	7.5	8.8	3.7	4.5	192.3	184.8	171.2	164.1	16.6	15.0
Illinois												
*Chicago	2,864.9	2,852.3	125.0	141.0	4.4	4.9	2,739.9	2,711.3	2,474.7	2,441.9	845.8	841.1
Davenport-Rock Island-Moline	121.3	116.3	3.6	3.9	2.9	3.4	117.7	112.4	102.7	97.4	42.3	38.3
Peoria	120.4	116.6	5.1	6.9	4.2	5.9	115.3	109.7	99.8	94.9	41.0	38.3
Rockford	94.2	92.6	3.3	4.4	3.5	4.8	90.9	88.2	79.4	76.7	41.6	39.8
Indiana												
*Evansville	78.3	77.5	3.1	4.1	4.0	5.3	75.2	73.4	66.2	64.4	25.7	24.5
*Fort Wayne	102.3	102.2	3.3	4.4	3.2	4.3	99.0	97.8	89.0	87.8	36.5	36.3

Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

MARCH 1964 AND MARCH 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
Indiana (Cont'd)												
Gary-Hammond-East Chicago	206.3	207.2	7.4	12.1	3.6	5.8	198.9	195.1	182.6	178.7	99.7	98.1
*Indianapolis	344.8	342.7	13.2	14.7	3.8	4.3	331.6	328.0	302.8	299.2	104.1	103.3
*South Bend	90.3	91.8	7.5	7.3	8.3	8.0	82.8	84.5	75.9	77.6	31.0	33.5
Terre Haute	43.8	43.7	2.7	3.0	6.2	6.9	41.1	40.7	35.4	35.0	9.8	9.7
Iowa												
Cedar Rapids	65.8	65.0	1.3	1.6	1.9	2.4	64.5	63.4	53.0	51.6	23.3	22.4
*Des Moines	121.4	120.5	3.2	4.0	2.6	3.3	118.2	116.5	103.2	101.2	21.5	21.1
Kansas												
*Wichita	141.8	137.2	5.4	6.6	3.8	4.8	136.4	130.6	121.3	115.7	42.9	39.6
Kentucky												
*Louisville	296.7	291.5	14.3	16.0	4.8	5.5	282.4	275.5	250.8	244.7	88.4	85.5
Louisiana												
*Baton Rouge	91.4	90.0	4.0	4.5	4.3	5.0	87.4	85.5	73.2	71.3	15.3	16.3
*New Orleans	361.0	350.8	16.1	20.0	4.5	5.7	344.9	330.8	305.6	292.0	51.6	47.0
*Shreveport	108.0	105.3	5.3	5.7	4.9	5.4	102.7	99.6	75.3	72.3	9.7	9.4
Maine												
*Portland	60.5	59.7	3.0	3.1	5.0	5.2	57.5	56.6	51.3	50.4	12.2	11.9
Maryland												
*Baltimore	739.6	731.4	38.2	42.5	5.2	5.8	701.4	688.9	632.8	622.0	184.5	187.4
Massachusetts												
Boston	1,207.3	1,204.9	67.9	63.5	5.6	5.3	1,139.4	1,141.4	1,015.4	1,017.4	268.3	284.3
Brockton	49.4	48.3	4.7	4.5	9.4	9.3	44.7	43.8	38.5	37.5	15.7	15.2
Fall River	55.7	57.2	6.1	6.0	10.9	10.4	49.6	51.2	42.0	43.5	22.6	24.3
Lawrence-Haverhill	88.6	90.1	7.2	6.5	8.1	7.2	81.4	83.6	73.4	75.5	42.0	44.6
Lowell	52.9	51.4	5.7	5.2	10.8	10.1	47.2	46.2	42.7	41.6	18.7	20.0
New Bedford	62.2	62.6	5.9	5.5	9.4	8.8	56.3	57.1	49.0	49.9	25.9	26.9
Springfield-Chicopee-Holyoke	205.1	202.9	14.7	16.3	7.2	8.0	190.4	186.6	173.5	169.8	67.7	67.6
Worcester	130.0	131.5	8.6	10.4	6.6	7.9	121.4	121.1	109.2	108.9	46.7	47.7
Michigan												
Battle Creek	63.1	63.0	3.3	4.2	5.2	6.7	59.8	58.8	51.0	49.9	23.4	22.5
*Detroit	1,413.5	1,380.7	64.0	83.0	4.5	6.0	1,349.5	1,297.7	1,226.3	1,175.6	512.4	492.7
*Flint	146.0	141.9	3.2	4.1	2.2	2.9	142.8	137.8	128.8	123.9	77.2	73.4
*Grand Rapids	145.3	143.2	6.5	8.4	4.5	5.9	138.8	134.8	120.6	116.6	52.2	49.7
Kalamazoo	70.3	70.3	3.3	4.1	4.7	5.8	67.0	66.2	59.0	57.8	25.7	26.0
*Lansing	115.8	112.0	3.6	4.1	3.1	3.7	112.2	107.9	96.5	92.2	32.7	29.5
*Muskegon-Muskegon Heights	53.5	55.0	3.4	3.2	6.4	5.8	50.1	51.8	43.9	45.2	23.8	25.1
*Saginaw	69.0	66.8	2.2	3.1	3.2	4.6	66.8	63.7	57.5	54.6	26.9	24.7
Minnesota												
*Duluth-Superior	58.3	58.4	5.7	6.2	9.8	10.6	52.6	52.2	46.6	46.2	9.2	8.7
*Minneapolis-St. Paul	686.6	679.2	29.1	28.7	4.2	4.2	657.5	650.5	589.6	581.3	157.2	158.8
Mississippi												
*Jackson	92.9	91.6	2.9	3.9	3.1	4.3	90.0	87.7	71.6	69.6	11.1	11.1
Missouri												
*Kansas City	477.8	472.7	25.8	29.9	5.4	6.3	452.0	442.8	406.0	398.0	112.6	107.7
*St. Louis	879.6	869.1	41.5	47.1	4.7	5.4	838.1	822.0	743.6	726.7	257.1	251.9
Nebraska												
*Omaha	199.7	198.8	8.2	9.0	4.1	4.5	191.5	189.8	166.0	164.4	35.6	35.1
New Hampshire												
*Manchester	48.7	48.8	3.0	2.8	6.1	5.7	45.7	46.0	41.7	41.9	16.3	16.8

Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

MARCH 1964 AND MARCH 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Mar.P/ 1964	Mar. 1963	Mar.P/ 1964	Mar. 1963	Mar.P/ 1964	Mar. 1963	Mar.P/ 1964	Mar. 1963	Mar.P/ 1964	Mar. 1963	Mar.P/ 1964	Mar. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
New Jersey												
Atlantic City	67.0	66.9	8.1	8.2	12.1	12.2	58.9	58.7	46.8	46.6	8.5	8.3
*Jersey City	288.8	294.9	21.3	20.2	7.4	6.8	267.5	274.7	246.0	252.8	111.4	115.0
*Newark	814.4	817.8	55.4	55.8	6.8	6.8	759.0	762.0	666.0	669.0	230.0	239.4
*New Brunswick-Perth Amboy	230.7	229.4	14.2	16.3	6.2	7.1	216.5	213.1	189.7	185.7	89.9	88.8
*Paterson-Clifton-Passaic	493.6	488.8	34.7	30.7	7.0	6.3	458.9	458.1	388.0	387.5	163.8	170.8
*Trenton	133.1	131.3	7.2	8.5	5.4	6.5	125.9	122.8	110.7	108.0	38.7	37.5
New Mexico												
*Albuquerque	107.5	102.5	4.5	4.2	4.2	4.1	103.0	98.3	89.5	85.2	8.7	8.2
New York												
*Albany-Schenectady-Troy	272.9	272.5	13.7	15.2	5.0	5.6	259.2	257.3	225.9	223.4	60.3	61.5
*Binghamton	91.9	92.7	4.3	5.2	4.7	5.6	87.6	87.5	77.2	76.8	34.5	35.9
*Buffalo	513.2	511.4	34.7	40.8	6.8	8.0	478.5	470.6	424.5	416.4	165.4	163.1
*New York	5,278.1	5,278.9	293.2	309.7	5.6	5.9	4,984.9	4,969.2	4,340.8	4,309.1	1,088.3	1,105.3
*Rochester	277.5	269.4	8.8	10.3	3.2	3.8	268.7	259.1	240.7	231.1	110.2	107.1
*Syracuse	228.0	230.1	13.4	13.2	5.9	5.7	214.6	216.9	183.6	184.4	60.9	64.1
*Utica-Rome	128.4	129.5	10.5	10.1	8.2	7.8	117.9	119.4	99.4	100.0	36.0	38.1
North Carolina												
Asheville	55.4	54.2	2.8	2.9	5.0	5.4	52.6	51.3	43.5	42.2	16.9	16.4
Charlotte	138.5	136.5	4.1	4.7	2.9	3.4	134.4	131.8	117.5	115.2	29.3	28.9
Durham	52.0	51.4	2.8	3.3	5.3	6.4	49.2	48.1	42.2	41.0	12.2	11.8
Greensboro-High Point	127.4	125.5	3.5	4.0	2.7	3.1	123.9	121.5	105.8	103.3	45.1	44.5
Winston-Salem	88.7	89.9	3.5	3.7	3.9	4.1	85.2	86.2	74.2	74.8	35.3	36.7
Ohio												
*Akron	204.2	202.3	9.9	10.8	4.8	5.3	194.3	191.5	174.9	172.0	80.1	80.3
*Canton	130.0	129.9	7.4	10.0	5.7	7.7	122.6	119.9	107.6	105.0	51.9	50.9
*Cincinnati	452.0	458.0	20.3	22.5	4.5	4.9	431.7	435.5	385.1	387.6	140.1	144.9
*Cleveland	801.4	797.9	34.0	43.5	4.2	5.5	767.4	754.4	693.3	677.0	273.0	267.7
*Columbus	319.0	312.3	11.0	13.0	3.4	4.2	308.0	299.3	275.6	267.2	74.5	73.1
*Dayton	299.5	293.6	10.2	12.3	3.4	4.2	289.3	281.3	256.8	248.9	105.9	103.2
Hamilton-Middletown	71.0	70.6	5.2	6.3	7.3	8.9	65.8	64.3	57.8	56.1	27.3	26.9
Lorain-Elyria	72.6	70.2	4.2	4.4	5.8	6.3	68.4	65.8	59.9	57.0	30.4	30.0
Steubenville-Weirton	65.6	63.5	2.8	4.5	4.3	7.1	62.8	59.0	56.2	52.7	30.5	28.2
*Toledo	185.1	183.9	9.1	10.6	4.9	5.8	176.0	173.3	156.0	153.1	59.5	58.4
*Youngstown-Warren	182.4	183.3	9.9	14.4	5.4	7.9	172.5	168.9	152.8	149.1	71.8	69.2
Oklahoma												
*Oklahoma City	241.1	232.2	8.2	8.4	3.4	3.6	232.9	223.8	200.0	191.0	25.0	23.4
*Tulsa	176.3	170.9	7.1	9.2	4.0	5.4	169.2	161.7	141.2	133.4	30.9	27.2
Oregon												
*Portland	358.0	354.2	19.1	19.2	5.3	5.4	338.9	335.0	279.7	274.3	64.8	64.2
Pennsylvania												
*Allentown-Bethlehem-Easton	216.7	217.0	11.6	14.8	5.4	6.8	205.1	202.2	182.0	179.3	93.0	92.0
*Altoona	51.6	51.3	5.3	6.4	10.3	12.5	46.3	44.9	40.7	39.3	12.0	11.9
*Erie	97.4	96.8	6.9	8.2	7.1	8.5	90.5	88.6	78.7	76.9	37.5	36.7
*Harrisburg	166.6	167.0	7.1	9.4	4.3	5.6	159.5	157.6	144.0	142.0	33.6	32.6
*Johnstown	87.5	88.2	7.7	11.6	8.8	13.2	79.8	76.6	67.9	65.1	24.3	22.2
*Lancaster	122.6	121.7	4.3	4.8	3.5	3.9	118.3	116.9	97.3	96.1	47.4	47.7
*Philadelphia	1,874.1	1,867.1	129.0	135.9	6.9	7.3	1,745.1	1,731.2	1,514.1	1,502.4	529.9	535.8
*Pittsburgh	908.5	906.6	68.4	85.8	7.5	9.5	840.1	820.8	747.0	728.0	272.0	264.2
*Reading	125.4	125.1	6.2	6.6	4.9	5.3	119.2	118.5	103.3	102.7	51.7	51.3
*Scranton	95.8	97.1	10.4	12.1	10.9	12.5	85.4	85.0	74.9	74.6	31.3	30.9
*Wilkes-Barre--Hazleton	131.2	131.8	12.0	14.2	9.1	10.8	119.2	117.6	105.2	104.1	45.1	44.4
*York	104.7	104.9	5.1	6.6	4.9	6.3	99.6	98.3	85.4	83.9	42.1	41.0
Puerto Rico												
Mayaquez	29.3	29.0	3.5	4.3	11.9	14.8	25.8	24.7	19.1	18.1	8.3	7.9
Ponce	43.4	43.0	6.1	6.3	14.1	14.7	37.3	36.7	26.4	25.9	9.2	8.6
San Juan	233.8	231.5	13.6	14.6	5.8	6.3	220.2	216.9	184.8	181.2	30.1	29.3

Work Force, Unemployment, and Employment in 150 Major Labor Market Areas

MARCH 1964 AND MARCH 1963

STATE AND AREA	WORK FORCE		UNEMPLOYMENT				EMPLOYMENT					
	Number		Number		Rate 1/		TOTAL 2/		Nonagricultural Wage and Salary			
							Number		Total		Manufacturing	
	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963	Mar. P/ 1964	Mar. 1963
	(IN THOUSANDS)						(IN THOUSANDS)					
Rhode Island												
**Providence-Pawtucket	360.5	357.9	26.6	29.1	7.4	8.1	333.9	328.8	300.7	295.6	127.3	126.7
South Carolina												
*Charleston	80.9	79.4	2.9	2.9	3.6	3.7	78.0	76.5	62.3	60.8	10.4	10.0
*Greenville	114.2	114.3	5.4	5.1	4.7	4.5	108.8	109.2	90.8	90.4	45.5	45.4
Tennessee												
*Chattanooga	121.9	119.2	7.9	9.6	6.5	8.1	114.0	109.6	96.6	92.6	40.6	38.5
*Knoxville	150.3	145.2	7.3	8.0	4.9	5.5	143.0	137.2	121.5	116.4	43.4	41.5
*Memphis 4/	273.2	269.6	11.4	13.6	4.2	5.0	261.8	256.0	209.3	203.0	47.4	46.2
*Nashville	210.0	INA	8.8	INA	4.2	INA	201.2	196.0	167.2	162.3	50.3	47.8
Texas												
Austin	94.5	91.2	3.0	3.0	3.2	3.3	91.5	88.2	74.9	71.7	5.7	5.6
Beaumont-Port Arthur	120.1	121.9	7.2	8.9	6.0	7.3	112.9	113.0	96.2	96.5	34.6	34.9
Corpus Christi	75.3	74.8	3.5	4.0	4.6	5.3	71.8	70.8	59.4	58.8	8.5	8.7
*Dallas	530.1	508.2	19.2	20.2	3.6	4.0	510.9	488.0	449.1	427.5	111.0	105.4
El Paso	99.7	99.0	5.7	6.0	5.7	6.1	94.0	93.0	80.6	80.1	15.4	14.7
*Fort Worth	240.5	233.2	9.7	10.7	4.0	4.6	230.8	222.5	192.8	185.1	56.1	50.5
*Houston	602.3	586.1	23.8	26.1	4.0	4.5	578.5	560.0	496.5	478.2	93.8	92.1
*San Antonio	228.8	227.4	10.7	12.4	4.7	5.5	218.1	215.0	186.7	183.8	24.0	23.6
Utah												
*Salt Lake City	189.5	185.6	8.9	7.8	4.7	4.2	180.6	177.8	156.8	154.2	28.9	29.2
Virginia												
Newport News-Hampton	89.3	87.0	2.4	2.9	2.6	3.3	86.9	84.1	76.4	73.7	24.2	24.6
**Norfolk-Portsmouth	191.6	189.3	5.8	6.8	3.0	3.6	185.8	182.5	159.6	156.3	17.1	16.3
**Richmond	215.3	208.6	4.9	5.3	2.3	2.5	210.4	203.3	185.0	178.2	45.6	44.5
**Roanoke	73.3	71.9	2.1	2.4	2.8	3.3	71.2	69.5	62.1	60.5	14.9	14.5
Washington												
*Seattle	484.8	489.6	35.4	28.4	7.3	5.8	449.4	461.2	389.4	399.2	108.3	123.4
*Spokane	93.8	94.2	6.6	7.9	7.0	8.4	87.2	86.3	72.3	71.5	12.3	11.4
*Tacoma	104.2	102.0	7.4	6.2	7.1	6.1	96.8	95.8	79.0	78.5	16.6	16.5
West Virginia												
*Charleston	94.1	91.6	7.1	7.3	7.5	7.9	87.0	84.3	76.9	74.5	22.9	21.8
*Huntington-Ashland	90.0	87.9	8.6	9.5	9.5	10.8	81.4	78.4	69.3	66.1	23.8	22.7
*Wheeling	67.3	66.8	6.8	8.7	10.1	13.0	60.5	58.1	50.6	48.1	15.9	15.0
Wisconsin												
*Kenosha	41.9	42.2	1.4	1.5	3.2	3.5	40.5	40.7	36.4	36.6	21.4	22.3
*Madison	103.7	100.4	3.2	3.9	3.1	3.9	100.5	96.5	86.1	82.2	13.5	13.0
*Milwaukee 4/	524.9	523.2	20.5	22.8	3.9	4.4	504.4	500.4	462.1	457.8	189.5	191.8
*Racine	54.9	53.0	1.8	2.5	3.4	4.7	53.1	50.5	46.6	44.1	22.9	21.7

NOTES:

* Nonagricultural wage and salary employment statistics for these areas have been developed entirely or in part under the current employment statistics program operated jointly by State employment security agencies, the Bureau of Employment Security, and the Bureau of Labor Statistics.

** Nonagricultural wage and salary employment statistics for these areas have been developed entirely or in part under the BLS employment statistics program jointly with an agency other than the State employment security agency.

P/ Data for March 1964 preliminary.

1/ Unemployment Rate--Unemployment as a percent of work force. Unemployment rates shown are not seasonally adjusted.

2/ Includes persons involved in labor-management disputes.

3/ Workforce, employment, and unemployment data include Cuban refugees.

4/ Change of area definition, effective January 1964.

INA Information not available.

Table 5.--Status of MDTA Institutional Training Program Through May 1964

	Approved Projects		Approved Trainees		Projects Started		Enrolled Trainees	
	May 1964	Cumulative	May 1964	Cumulative	May 1964	Cumulative	May 1964	Cumulative
TOTAL	3	2,765	144	126,570	41	2,576	3,590	92,131
Alabama	-	30	-	1,694	-	27	17	1,033
Alaska	-	10	-	397	-	9	12	280
Arizona	-	15	-	720	-	15	-	634
Arkansas	-	42	-	1,117	3	39	37	926
California	-	210	-	10,416	3	205	220	8,273
Colorado	-	29	-	742	1	22	33	500
Connecticut	-	89	-	6,881	1	82	70	3,137
Delaware	-	5	-	111 2/	-	5	-	116
Dist. of Columbia	1	19	30	1,480	-	16	2	893
Florida	-	47	-	2,550	2	40	79	1,445
Georgia	-	29	-	861	-	24	1	525
Hawaii	-	11	-	410	-	11	1	320
Idaho	-	10	-	202 2/	-	10	-	223
Illinois	-	120	15	8,359 2/	1	119	609	8,476
Indiana	-	64	-	2,923	4	50	130	2,119
Iowa	-	40	-	1,199	-	35	5	828
Kansas	-	40	-	1,374	-	35	-	902
Kentucky	-	78	-	5,424	-	75	246	3,646
Louisiana	-	-	-	-	-	-	-	-
Maine	-	59	-	1,931	1	52	44	1,340
Maryland	1	21	50	833	3	19	43	616
Massachusetts	-	124	-	3,196	-	118	127	3,042
Michigan	1	115	50	5,024	1	112	189	4,302
Minnesota	-	47	-	1,147	1	46	34	1,033
Mississippi	-	4	-	110	-	4	-	75
Missouri	-	108	-	4,463	3	106	183	3,852
Montana	-	30	-	632	-	28	3	450
Nebraska	-	29	-	1,237	-	27	1	585
Nevada	-	30	-	972	1	26	20	667
New Hampshire	-	25	-	1,325	2	23	27	828
New Jersey	-	102	-	3,931	3	94	72	2,489
New Mexico	-	23	-	824	-	18	3	646
New York	-	141	-	9,761	2	135	191	7,330
North Carolina	-	63	-	1,755	-	53	18	1,289
North Dakota	-	39	1 1/	507	-	32	7	356
Ohio	-	133	-	5,285	1	128	82	3,614
Oklahoma	-	45	-	1,824	-	45	-	1,545
Oregon	-	26	-	958	1	24	14	810
Pennsylvania	-	168	-	7,579	-	164	263	6,659
Puerto Rico	-	124	-	2,426	-	124	10	2,400
Rhode Island	-	26	-	634	-	25	19	524
South Carolina	-	19	-	5,496	-	13	355	1,232
South Dakota	-	8		220	-	5	2	149
Tennessee	-	58	-	2,120	1	57	99	1,795
Texas	-	86	-	3,298	1	79	19	2,884
Utah	-	24	-	741	1	23	30	739
Vermont	-	21	-	584	1	17	10	365
Virginia	-	37	-	2,148	1	36	98	1,402
Virgin Islands	-	14	-	295	-	4	6	73
Washington	-	38	-	3,278	2	38	34	2,411
West Virginia	-	33	-	3,279	-	33	81	778
Wisconsin	-	49	-	1,650	-	42	-	1,351
Wyoming	-	8	-	247	-	7	47	224

1/ Monthly data increase unless otherwise noted.
2/ Enrolled trainees exceed approved trainees due to replacement of persons terminating training.
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Table 6.--Status of Trainees in MDTA Institutional Projects Completed Through March 1964 1/

State	Number Trainees Completing Courses 2/	Number Trainees Obtaining Employment 2/	Percent Obtaining Employment of Those Completing Training 3/	Number Employed in Training-Related Jobs 3/	Number Trainees Placed in Jobs by Employment Service	Percent Trainees Placed by Employment Service of Those Obtaining Employment	Percent Terminated of Enrolled
TOTAL	36,910	26,386	71.5	23,486	18,460	70.0	25.0
Alabama	497	302	60.7	271	212	76.2	25.8
Alaska	88	66	78.4	64	38	55.1	13.7
Arizona	229	215	93.9	206	167	77.7	27.1
Arkansas	239	205	85.8	197	65	31.7	42.0
California	4,063	2,790	68.7	2,513	1,774	63.6	22.9
Colorado	114	92	80.7	78	34	37.0	21.4
Connecticut	1,988	1,574	79.2	1,344	1,235	78.5	24.0
Delaware	72	65	90.3	58	57	87.7	21.7
District of Columbia	413	224	54.2	193	135	60.3	30.5
Florida	524	321	61.3	299	200	62.3	21.6
Georgia	155	125	80.6	111	77	61.6	32.6
Hawaii	217	203	93.5	197	191	94.1	14.2
Idaho	27	21	77.8	20	18	85.7	27.0
Illinois	3,055	2,006	65.7	1,913	1,716	85.5	31.6
Indiana	743	513	69.0	426	272	53.0	27.5
Iowa	349	286	81.9	254	218	76.2	15.5
Kansas	324	247	76.2	232	200	81.0	30.9
Kentucky	514	419	81.5	367	266	63.5	27.7
Louisiana	-	-	-	-	-	-	-
Maine	815	667	81.8	645	644	96.6	16.8
Maryland	223	162	72.6	151	98	60.5	44.8
Massachusetts	953	679	71.2	601	441	64.9	29.2
Michigan	1,992	1,536	77.1	1,347	1,091	71.0	15.1
Minnesota	408	280	68.6	252	204	72.9	32.0
Mississippi	52	44	84.6	39	31	70.5	30.7
Missouri	1,320	967	73.2	871	764	79.0	24.9
Montana	195	171	87.7	157	107	62.6	8.9
Nebraska	80	66	82.5	65	52	78.8	38.0
Nevada	297	200	67.3	189	121	60.5	29.6
New Hampshire	531	421	79.3	390	376	89.3	2.2
New Jersey	1,269	834	65.7	766	526	63.0	23.8
New Mexico	298	270	90.6	262	182	67.4	18.8
New York	2,911	2,029	69.7	1,801	1,357	66.9	28.5
North Carolina	488	421	86.3	359	382	90.7	15.0
North Dakota	67	52	77.6	46	44	84.6	19.3
Ohio	1,570	1,157	73.7	918	759	65.6	20.3
Oklahoma	689	541	78.5	409	289	53.4	26.8
Oregon	279	214	76.7	203	171	79.9	15.2
Pennsylvania 3/	2,210	1,481	67.0	1,201	814	55.0	34.9
Puerto Rico	1,178	656	55.7	562	427	64.2	22.6
Rhode Island	183	155	84.7	133	92	59.4	42.5
South Carolina	206	176	85.4	152	117	66.5	31.8
South Dakota	25	22	88.0	22	15	68.2	45.7
Tennessee	419	325	77.6	281	190	58.5	34.3
Texas	1,297	997	76.9	884	691	69.3	18.8
Utah	378	195	51.9	186	42	21.5	19.9
Vermont	135	79	58.5	65	55	69.6	29.7
Virginia	662	398	60.1	362	252	63.3	20.4
Virgin Islands	-	-	-	-	-	-	-
Washington	1,306	912	69.8	830	776	85.1	27.3
West Virginia	239	144	60.3	136	117	81.2	28.4
Wisconsin	568	418	73.6	383	332	79.4	29.6
Wyoming	56	40	71.4	35	32	80.0	17.6

1/ Based on reports received through June 1, 1964.
2/ Data includes 1,465 persons leaving training to take training-related jobs prior to conclusion of courses.
3/ Includes estimate for terminations to obtain training-related jobs.

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The Handicapped Lose A Friend

On March 4, 1964, Gen. Melvin J. Maas presented to Secretary of Labor W. Willard Wirtz the President's Committee award for distinguished service in behalf of the handicapped.

Maj. Gen. Melvin J. Maas, USMCR Ret., Chairman of the President's Committee on Employment of the Handicapped, died at the age of 65 on April 13, the 10th anniversary of his appointment to that position. His death was attributed to a combination of heart disease, arteriosclerosis, and diabetes.

General Maas became totally blind in 1951 as a result of injuries suffered during World War II while commanding a Marine air base in the Pacific theater of operations. Despite his blindness, he traveled hundred of thousands of miles, often alone, in an effort to promote equal employment opportunities for this country's handicapped citizens.

A little over a year ago, failing health forced him to curtail his extensive traveling. But he continued to direct the affairs of the President's Committee from his home in Maryland by use of the telephone and a tape recorder.

A graduate of the college of St. Thomas, in St. Paul, Minn., General Maas interrupted his education during World War I to enter the Marine Corps as a private and to serve in Marine aviation in the Azores. He accepted a Marine Reserve commission in 1926 before his election to the Congress of the United States.

In 1933, he received the Carnegie Silver Medal for heroism for persuading a spectator who was sitting in the visitors' gallery of the U.S. House of Representatives to yield a pistol he was waving menacingly at the Congressmen.

General Maas served in Congress until 1945 with the exception of 2 years when he was in business. He was a joint author of legislation setting up a promotion system for the Navy and sponsoring author of the Naval Reserve Act of 1938, which, at that time, governed Naval and Marine Reserves.

General Maas returned to active duty in 1941, serving at sea in the South Pacific and as a Marine observer in Australia and New Guinea. In 1945, he assumed command of the Awase Air Base on Okinawa. When an enemy bomb exploded nearby, his optic nerve was injured and gradual blindness followed.

Returning to civilian life, General Maas became assistant to the Chairman of the Board of the Sperry Corp. He later was named a director of the U.S. Life Insurance Company and Mutual of Omaha.

In 1951, he was again recalled to active duty and stationed at the Pentagon, but his blindness forced his retirement from the Marine Corps in August of that year.

In 1953, President Eisenhower appointed General Maas as Vice Chairman of the President's Committee on Employment of the Handicapped, and the next year to the chairmanship.

The hire-the-handicapped program grew as a result of the vigorous efforts of General Maas. He was a champion of additional funds for the Bureau of Employment Security and the State Employment Services whenever he appeared before the Congress. Moreover, he was a strong advocate of the employment service program whenever he appeared before State Legislatures. He also sought to get States to match Federal monies which were available for counseling, testing, and training to State Departments of Vocational Rehabilitation.

On February 14, 1962, when the late President Kennedy signed a new Executive Order broadening the Committee's responsibility to include the mentally restored and the mentally retarded, the General met with the President at the White House. He also gave leadership to this program in his contacts with employers and rehabilitation and placement officials.

General Maas was active in many organizations. He served as Chairman of the People-to-People Committee for the Handicapped from 1956 to 1961; National Commander of the Blinded Veterans Association, for two terms; National Commander of the Disabled American Veterans; National Commander in Chief of the Military of the World Wars; and a member of all other veterans groups.

He leaves his wife, a son, three daughters, and a host of friends.

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